

FEB 2 1933

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# School Board Journal

A Periodical of School Administration



February 1933

THE BRUCE PUBLISHING COMPANY  
MILWAUKEE

NEW YORK

CHICAGO



**Consistent**

with

**well established policies  
this Company will have  
ON EXHIBITION**

AT

**MINNEAPOLIS MEETING, N. E. A.**

Department of Superintendence

**February 25 - March 2, 1933**

a complete line of classroom furniture  
and auditorium seating, including

**A PUPIL'S DESK OF  
RADICALLY NEW TYPE**

**with which educators will want to  
acquaint themselves**

You are invited to visit and examine these  
advanced types of school furniture. Devel-  
oped to serve the needs emphasized by prac-  
tical educators, these models constitute  
the latest and best in schoolroom furniture.

**American Seating Company**

BRANCHES IN ALL PRINCIPAL CITIES

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**GRAND RAPIDS, MICHIGAN**



# It's off the Press!



The collaboration of leading architectural firms gives to this book its interesting sections on school planning



## BLACKBOARDS and BULLETIN BOARDS AS VISUAL AIDS IN *Education*

The nation-wide co-operation of leading school authorities has made possible the separate sections on the requirements of changing curricula.

## The book compiled by experts on visual instruction

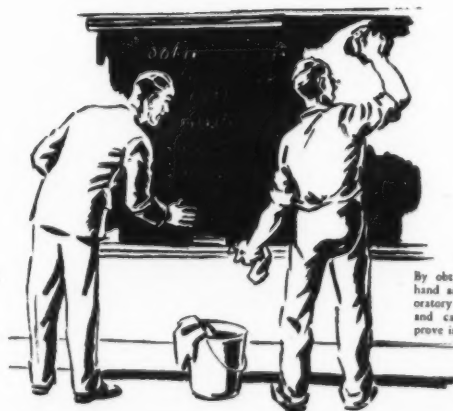
**T**HIRTY-TWO pages printed on a beautiful paper stock and bound in an art cover. Chapters discussing the requirements of changing instruction methods, tables giving chalk rail heights for every grade.

Beautiful photographs and detail drawings, plans and specifications, compiled as a result of a year of work with leading school architects and authorities. Every department in the school is covered from kindergarten to college. Special means of visual instruction for special departments. Domestic Science, vocational training and industrial art divisions will interest you.

Pages of specifications and methods of erection are some of the features of a book, termed by those who have read it, as the centralized source of authoritative information. Start the new year with this book in your library. We will send it free to those engaged in school work.



In fulfilling the needs and anticipating the demands of teachers the book contains many practical sections as a result of a country-wide survey in the classroom itself.



By obtaining maintenance data first hand and checking results with laboratory tests the chapter on cleaning and care of blackboards alone will prove invaluable.

# NATURAL SLATE BLACKBOARD CO.

PEN ARGYL, PENNSYLVANIA



## Fine schools deserve fine plumbing fixtures

Educational institutions are judged not merely by their classroom accomplishments but by their appointments. Not only faculties but facilities must be of recognized worth and in keeping with this thought Te-Pe-Co recommends the Penn Blow Out Urinal for Toilet rooms where it is desired to keep all piping above the floor. It affords ample room—measuring 18 inches in width, is cleanly, durable and cannot be clogged.

Its flushing rim, large water surface and jet action assure a positive and thorough cleansing of the entire inner surface. The entire trapway being larger than its opening in the bowl will obviously pass anything that enters it. Projecting but 13 inches from the wall it requires little floor space and leaves a clear unobstructed floor that is easy to keep clean.

School Executives and Architects may find many worth-while ideas relative to school sanitation by submitting to our Engineers their specific problems.

**THE TRENTON POTTERIES COMPANY**  
Trenton, New Jersey, U. S. A.

Showrooms:

New York City, 101 Park Avenue, Entrance on 41st St.  
Philadelphia, Architects' Building, 17th & Sansom Sts.

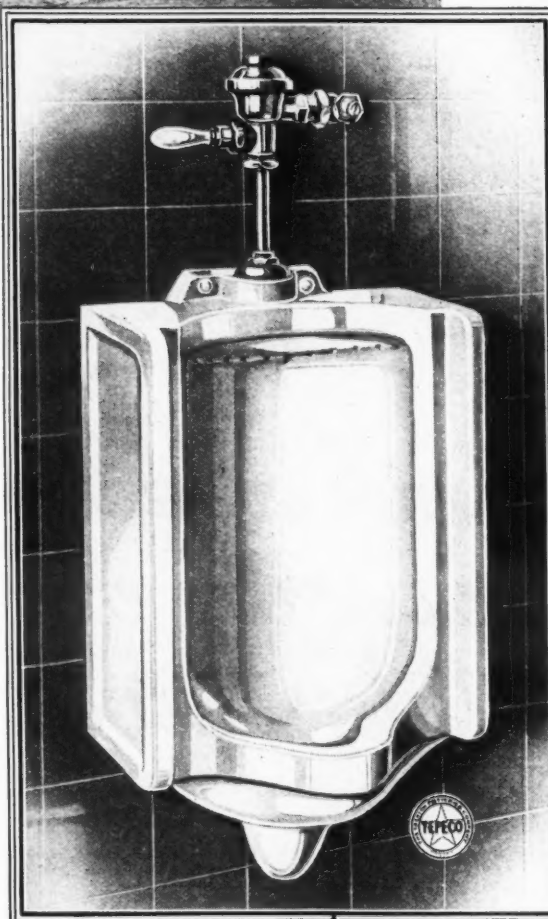
Branch Offices: Boston, Chicago

Export Office: 115 Broad Street, New York City

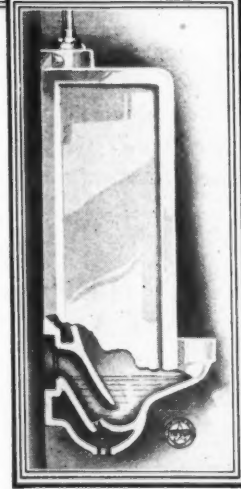
# TE-PE-CO

*All Clay Plumbing Fixtures*

**OUR GUARANTEE . . .** We make but one grade of ware—the best that can be produced—and sell it at reasonable prices. We sell no seconds or culls. Our ware is guaranteed to be equal in quality and durability to any sanitary ware made in the world. The Te-Pe-Co trade mark is found on all goods manufactured by us and is your guarantee that you have received that for which you have paid.



The Penn Urinal is sold under Catalog No. 6551 T. Projecting only 13 inches from the wall it may be set to any height depending upon the age of the pupils having access to the toilet room.







Hawthorne Intermediate School  
Elmhurst, Illinois

E. Norman Brydges, Architect  
Chicago and Elmhurst

# SCHOOL BUILDINGS grow!

**JOHNSON HEAT CONTROL KEEPS STEP WITH THOSE CHANGES . . .**  
**CONTINUAL ADVANCEMENT AND CAREFUL STUDY OF NEW REQUIREMENTS FOR**  
**NEARLY HALF A CENTURY!**

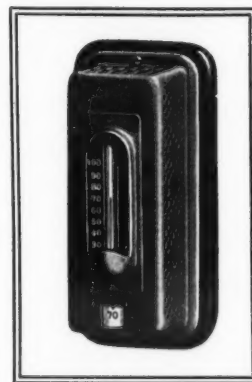
. . . THE ORIGINAL UNIT of the school building pictured above was built in 1919 and heated by a "direct blast" system. Johnson automatic heat regulation was installed to operate mixing dampers at the double plenum chamber, mixing hot and tempered air as required for each room.

In 1926 and 1927, the first and second additions were constructed and are heated by means of a "split" system. Johnson apparatus controls the direct radiators in the rooms and also maintains a uniform temperature in the ducts supplying air for ventilation. The original heating plant was not disturbed.

The third addition, 1929, is heated and controlled in the same manner. When this addition was built, the heating system in the original unit was changed to a split system, and the same Johnson thermostats were arranged to control the new heating apparatus.

In 1932, unit ventilators were installed in the fourth addition. Again the Johnson System was employed, this time to control valves and dampers in the unit ventilators, together with valves on the auxiliary radiators.

**FIVE BUILDING PROJECTS :: THREE METHODS OF HEATING**  
**ONE SYSTEM OF HEAT CONTROL**



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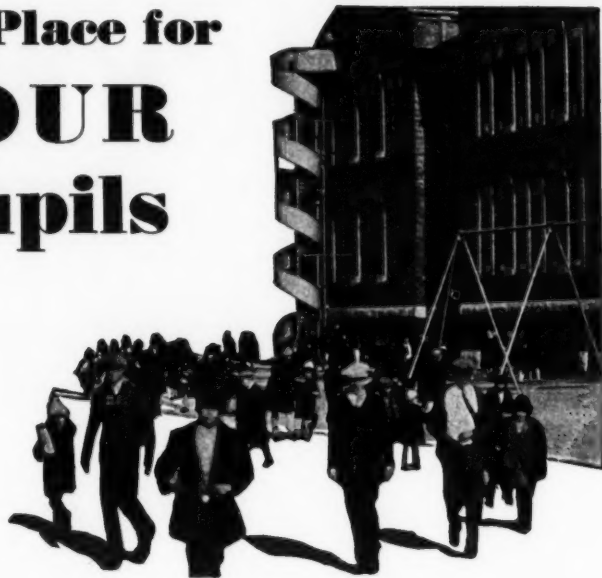
**MILWAUKEE, WISCONSIN**

*Branch Offices in All Principal Cities*

**JOHNSON**  
**HEAT CONTROL**

# "No-Man's-Land"

is No Place for  
**YOUR**  
**Pupils**

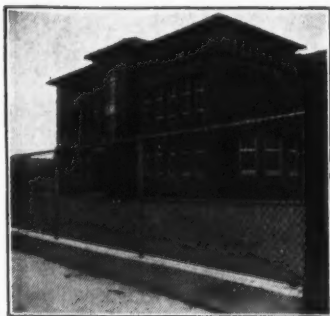


More dangerous than No-Man's-Land are city streets. More casualties per year result there than the entire American losses during the World War!

The pity of it is that most of these victims are children—struck down when they are laughing and shouting at play. You can hardly expect them to exercise mature judgement—to be careful and cautious. Rather, the burden of prevention rests on your shoulders.

Only by fencing school and play grounds can you hope to keep children and traffic separate. Behind Cyclone Fence they are always safe—not even the impact of a truck at full speed can break through. And when your pupils enter and leave, they do so only through carefully planned locations.

Write and let us tell you more about the Cyclone Plan of School Protection—show you what other institutions



have gained, not only in accident-prevention, but in other benefits as well. It is information that every school executive should have.

Made of copper-steel, with special heavy galvanizing, erected by factory-trained crews.

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SUBSIDIARY OF UNITED STATES STEEL CORPORATION

Pacific Coast Division:  
Standard Fence Co., Oakland, Calif

Cyclone—not a "type" of fence but fence made exclusively by Cyclone Fence Company and identified by this trade-mark.



# Cyclone Fence

REG. U.S. PAT. OFF.



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Cross-creping makes Evergreen Double Duty Towels soothingly soft... and the double sheet feature gives them five to six times greater drying efficiency. Evergreen Toilet Tissues are likewise remarkably soft and super-absorbent. Only Evergreen personal-use papers are processed with boric acid, the time tested, safe germicide. That means *health* and *safety* for the school children... at *no extra cost to you*.

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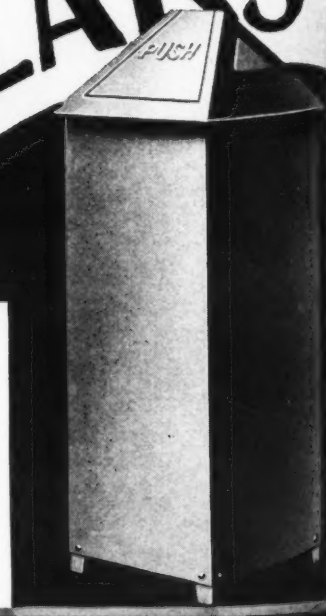
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of safety

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Later

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EQUIP YOUR  
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# SOLARS

ECONOMY...plus efficiency  
in keeping your classroom  
clean. This is accomplished  
when THE SOLAR SYSTEM  
OF WASTE DISPOSAL is  
installed.



Your nearest Distributor will gladly  
explain in detail—or write direct to

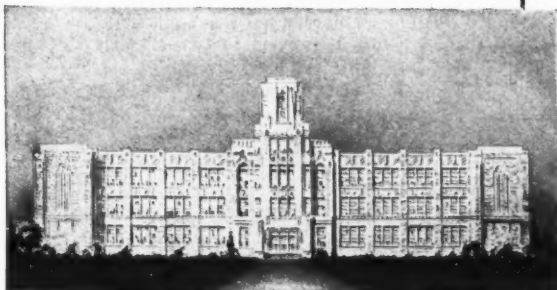
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# CLAIM WHO ELSE CAN... AND WHO CAN... PROVE TRUE MODULATION

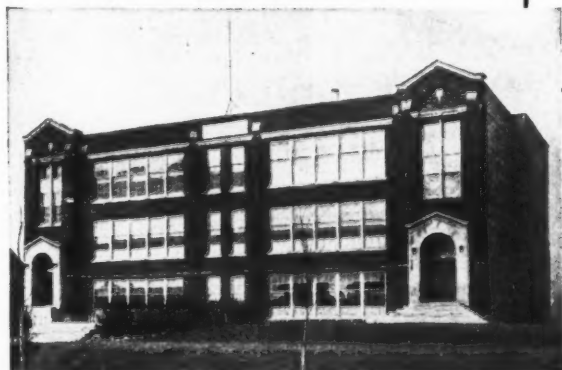
## Modutrol System SELECTED IN MILWAUKEE SUBURB AFTER COMPETITIVE TEST

The Nathan Hale Junior High School, West Allis, Wis.  
Lindl & Schutte, Inc., Milwaukee, Architects; H. M.  
Miller, Milwaukee, Heating Engineer; S. V. Hanley  
Co., Milwaukee, Heating Contractor; Jozo Construc-  
tion Co., West Allis, General Contractor.



The Modutrol System of temperature control was selected for this new Milwaukee suburb school following exhaustive tests at the challenge of competitors, and which clearly proved the Minneapolis-Honeywell claim of true modulation necessary for satisfactory control results.

The Woodrow Wilson School, where competitive tests were run concurrently in identical rooms and under the supervision and direction of the West Allis Board of Education.



### BOARD OF EDUCATION CITY OF WEST ALLIS WEST ALLIS, WIS.

Dec. 6, 1932

Minneapolis-Honeywell Regulator Co.,  
Minneapolis, Minn.

Gentlemen:

Last night the School Buildings, Grounds and Supplies Committee recommended the change in the specifications on our new Nathan Hale Junior High School from the pneumatic system of temperature control specified to your electrical control. This recommendation was made after a six weeks intensive competitive test held by the Committee at our Woodrow Wilson School. The Board accepted and approved the recommendations unanimously.

Outside of the slight difference in cost, in my opinion, the one feature brought out in the tests which led the Committee to make this change was the uniform discharge temperatures which you produced. I believe that with this uniform discharge temperature we will eliminate drafts which have been a weakness in our heating and ventilating systems.

You will undoubtedly receive the official notice of the changes made within a day or two from the Secretary of the Board.

I wish to take this opportunity to personally thank you, the men working out of the Milwaukee Branch and all employees of your Company who contributed in making this test, for the fine cooperation and spirit shown the Committee.

Yours very truly,

*Patricia Redcliffe*

Minneapolis-Honeywell Regulator Company, 2830 Fourth Avenue South,  
Minneapolis, Minnesota. Branch or distributing offices in all principal cities

## MINNEAPOLIS-HONEYWELL

Control Systems

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You get only the value you pay for. Beware of bargains in towels. Buy only those towels whose quality is guaranteed. The safe A. P. W. Onliwon Towels—large, absorbent, and double-folded. A. P. W. Onliwon Towels are used in the washrooms of more leading public and private schools and colleges than any other towel manufactured today. These institutions prefer Onliwon Towels because they are easy to use and easy even on the 1933 budgets. One Onliwon Towel does the work of several ordinary, bargain variety towels.

## A. P. W. ONLIWON TOWELS

are packed 125 towels per package, 30 packages or 3,750 towels per case. The towels are available in the standard size of 10" x 15".

## A. P. W. ONLIWON CABINETS

are sanitary and dustproof, and economically dispense one towel at a time. These cabinets are available in a large variety of finishes for your washrooms. A. P. W. Paper Co., Albany, N. Y.

Make your school washroom service completely sanitary. Order along with A. P. W. Onliwon Towels, the companion service, A. P. W. Onliwon Toilet Tissue. A. P. W. Paper Co., Albany, New York.

*Pioneers for Cleanliness since 1877*



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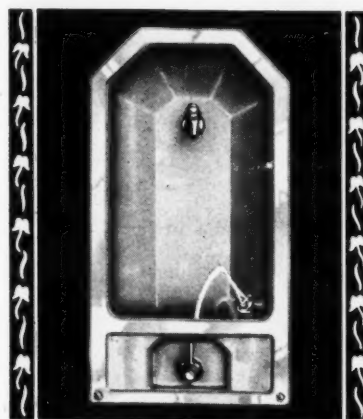
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Wall  
Type

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### Class X

equipped with either "Jamb" type (as illustrated) or "Floor" type hinges. This is Class P wardrobe if made with flush doors.

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Made to set in a recess flush with the wall. Plaster back, ends and ceiling. No partitions, but with mullions between pairs of doors. Blackboards if required. Five-shelf bookcase instead of clothing equipment at no extra charge when desired.

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We make many other types of school wardrobes, fully illustrated and described in Catalog "M." Send for your copy.

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# "LOOK-A DEES-A FLOOR SHINE"



SAVE-A DA TIME . . . SAVE-A DA MON!  
You moppa da GLO-COAT onto da floor . . .  
In twenty minute . . . he ees dry . . . TRY HEEM!

• This is what one janitor says about Glo-Coat. Hundreds of others are equally enthusiastic. They say Glo-Coat is better than any similar product they have ever used.

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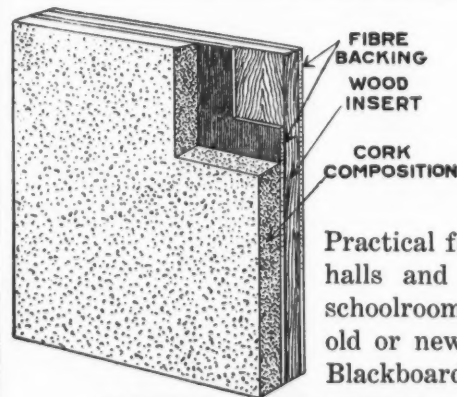
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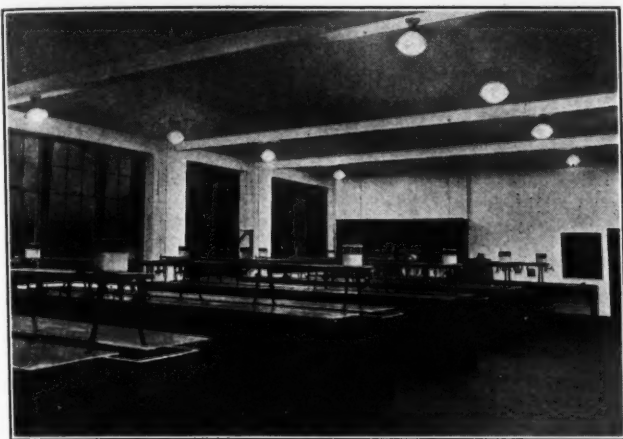
We Manufacture All Sizes. Write for Sample.

**STANDARD BLACKBOARD CO.**

Cor. Second and Walnut Sts.

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One of five experimental laboratories at Georgia School of Technology, all illuminated with Holophane Reflector-Refractors.

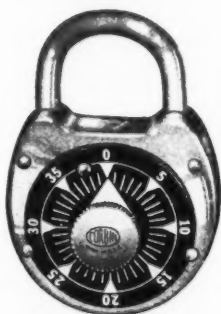
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All boxes furnished with pigeon holes of various depths. Send for catalogue No. 60.

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### COMBINATION PADLOCKS

*Especially Designed For Greater Convenience and Security*  
 Particularly adapted for use on school lockers, gymnasium wire suit baskets, and to meet the requirements of general padlock needs.

#### Locks Automatically

Automatically locks when shackle is closed, and throws off the combination. Shackle cannot be locked out when in unlocked position.

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Furnished with each installation for the proper recording of names, locker numbers, lock numbers and combination numbers.

A SAMPLE LOCK WILL BE SENT TO SCHOOL EXECUTIVES GRATIS UPON REQUEST.

Letter Boxes for Schools—Key and Combination  
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Made in 3 sizes

Cast Bronze, regularly finished medium statuary. Dials etched, figures raised on black background. Combinations all different.

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Size 3-2/3x5 inches.



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International has concentrated the world's best engineering and manufacturing skill in the production of a system to permit a flexible distribution of regular broadcast programs, electrical recordings and programs originating in the school. Modern science could add nothing to make this equipment more perfect in tone or easier to operate. High notes, low notes and all the delicate modulations of every voice and instrument are reproduced faithfully in every school room.

International Centralized Radio brings the finest available instruction directly to each student "as if in person." It gives each student the greater benefits to be had from instruction by "sound."

A typical control panel from which point radio broadcast programs, phonograph recordings, bulletins, announcements, special addresses, etc., are amplified and sent out to any one or all the classrooms in a building or group of buildings.

The uses for this equipment are unlimited. Some of

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Here is a public-speaking textbook that will "step-up" the efficiency and quality of your public-speaking courses.

A PRACTICAL TEACHER OF PUBLIC SPEAKING is packed full of good common sense. It is a book that will be a real asset to the instructor's work. It is written in a plain easy style that the students will like.

Every important phase of public speaking is covered—Effective Explaining, Sales Talk, Argument, Extemporaneous Speaking, The After-Dinner Speech, Conducting a Public Meeting, etc.

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May we send you an inspection copy on ten days approval? Write Dept. A. S. B. J.

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**THEY IMPROVE WITH AGE**  
*And Will Not Wear Out For Several Ages.*

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**ARE BONDED FOR FORTY YEARS  
WILL NOT FADE OR DISCOLOR  
HAVE A PERFECT WRITING SURFACE  
WILL NEVER NEED REFINISHING**

They are made of black plate glass—with a suspended abrasive uniformly dispersed throughout the molten glass, and can therefore never wear smooth or slippery.

Experimental tests equal to more than 100 years wear have left Seloc Glass Blackboards better than when new.

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Fifty-four years of reliable service to the school trade proves the dependability of the established inkwells, old in years but modern to every degree.

Dependability of such service furnishes that much needed economy for 1933.

Insist upon Squires' Products when placing an order and insure your school of the best.



SQUIRES No. 59  
BOSTON INKWELL



SQUIRES No. 60  
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**SQUIRES  
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# TO THE GUARDIANS OF SCHOOL CHILDREN

**YOU** are interested in the declaration at the President's recent Conference on Education when the participants stressed "Priority for schools over all other public service."

In recent months we have heard business and industry say "We have got to start up our engines and stop waiting for the breeze. We have got to get this business on its toes." And now we have the stirring message from the President's Conference that education should have the right-of-way.

The Secretary of the Interior backed up this sentiment by some forceful expressions as "Be aggressive." "It is not a matter of passing resolutions but a matter of fighting." "Fight through." "Fight highways, fight politicians, fight all groups—it is worthwhile."

This puts the proposition squarely up to the School Officials to assume the leadership in the community.

There is need for this leadership in every district. Most people feel free to express themselves on how the schools should be run. Some of these opinions are based upon individual thinking but most of them are reiterations of others' thoughts.

We have had many examples recently. "Extravagant school costs," "frills vs. fundamentals in education," and similar terms, have been bandied about.

In every meeting you will find motion makers, seconders and the voters. Few there are who make the motions. There are more who second them and still more who are content to vote "Aye" or "Nay." It is easier to vote than to think.

It becomes evident, therefore, that we have arrived at a place where aggressive leadership in education is the demand. That leadership will have opposition—it will also have support.

Sometimes there is a feeling that public opinion predominates. There are two kinds of public opinion—inflamed and impulsive on the one hand, informed on the other; the source of opposition on the one hand, support on the other.

Informed public opinion will support that leadership which gives due consideration to the schools of tomorrow.

The period is approaching when school budgets for 1934 expenditures will receive consideration. Those who have confidence that the year 1934 will see better business conditions (and few do not), will in the light of that confidence build budgets for 1934 in keeping with the judgments of what business conditions will be during that period.

Those who fail to apply the measuring rule in making estimate of what business will be in 1934 and formulate budgets in terms of 1932 conditions, will find the school system handicapped, unable to keep pace with national requirements, or with the demands of local informed public opinion.

There is involved in the guardianship of the school child's interest not alone the year 1933 but the added responsibility of formulating an adequate budget for 1934—a budget that will be in keeping with the improved business conditions of that period.

We have heard much of the "Forgotten Man," the "Forgotten Nation." Let there be no "Forgotten Child" in 1934.

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## A Rift in the Sky

WHEN the American people do things, they do them with a bang. They strive for the extreme, the incomparable, the superb. When they stage a period of prosperity they do the job well. They infuse momentum, enthusiasm, and eloquence into the big things they do.

This tendency to indulge in extremes is also manifested when it comes to a reverse situation. Hence a depression must go to the depths of darkness and despair. The drama must have an impressive climax.

In the nature of things, there is a calm after the storm. In the school field the paring of budgets has been the order of the day, and the adjustment is still on. But, the upward turn is also manifested.

Budgets have been balanced, salaries are paid, supplies are ordered, and repairs are made. Confidence and good cheer actuates the school authorities and the school workers. The school field has reached the stage of calm and security.

The storm is subsiding. The dawn of better things is at hand. The state of mind is brightening. It is less tense and more hopeful.

THE EDITOR

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The contents of this issue are listed in the *Education Index*. Member, Audit Bureau of Circulation and Associated Business Papers.

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AMERICANS LOVE THEIR CHILDREN

# Routes of Professional Advancement of Superintendents of Schools

Josiah S. Davis and J. R. Shannon, Indiana State Teachers College, Terre Haute, Indiana

There has been considerable speculation as to whether promotion within school systems or advancement from system to system has been responsible for the present positions held by superintendents of schools over the United States. But only feeble efforts have been made to actually find the answer.

Obviously, the only means for obtaining the data for this question is the questionnaire. Biographical directories might be thought to contain the necessary data, but only 71 superintendents of schools are listed in the latest edition of *Who's Who in America*, and the data in *Leaders in Education* are inadequate for the present purpose. Therefore, a simple blank form was mailed to 1,750 city and town superintendents listed in the membership roll of the Department of Superintendence. The form required only that a superintendent enumerate the positions he had held, indicate the place and dates of each, and state whether each position were that of teacher, principal, superintendent, or any other. This simple form probably stimulated replies, for 685 usable forms, or approximately 40 per cent of those mailed out, were returned. The returns were equitably distributed from all over the United States, every state except Idaho having a fair representation. Also, the ratio between cities of various sizes was very gratifying. Such returns are fairly good for this questionnaire-beset age.

The information supplied by the superintendents had to be supplemented by population data before tabulations could be made. Therefore, for each city and town listed by the superintendents the population at the date of a superintendent's service there was obtained from the appropriate United States Census. It became possible by this means to note not only the routes of professional advancement taken by the superintendents, but also the tendencies in cities of various sizes.

From the data supplied by the superintendents, detailed routes of professional advancement from beginning teaching service in a city of one size up through varying positions in cities of varying sizes to the present, could be described. But such detail would be tedious, voluminous, and unnecessary. Therefore, no positions are considered in the tables of this paper, except those that led immediately and directly to present positions. Earlier ones are not considered.

When the routes of advancement followed by the 685 superintendents were analyzed, it was found that 455 came to their present positions from other school systems, and that 230 came to theirs from humbler positions within their system. Twenty-two men did not report any but the present positions.

Table I summarizes the changes in position that led directly to the superintendencies held by the 455 men who came from other school systems. At the left in the table are shown the types of positions held by the present superintendents when they were in other school systems just before coming to their present ones. Across the top are headings indicating the six types of school systems, on a population basis, in which the superintendents are now serving. By looking under these headings and after the types of positions held elsewhere, one can find the routes followed by superintendents in systems of the various sizes.

Table II, which summarizes the changes in position that led to the superintendencies held by the 230 men who advanced within their systems, is similar in form to Table I. In this case, the positions listed at the left are those that were held just previously in the same systems.

The data described provide the basis for the following conclusions concerning routes of

from other systems is approximately equal to the number who advanced within their own systems, and in smaller places those who came in from elsewhere are more than three times as numerous as those who advanced at home. It is probable that this can be accounted for by the small number of cities with large populations and the large number of cities and towns with small populations. If a superintendent is to have previous experience in a system comparable in size, the larger the city the more difficult it becomes to find such a man. Also, the larger systems have better opportunities to train superintendents within their own ranks.

3. The commonest source of supply of superintendents for cities of all population groups is that of superintendents in other systems. The number so found in cities of over 100,000 population is equaled by assistant superintendents within the same systems who have been

TABLE I. Routes Followed by the Superintendents Who Came From Other Systems  
Frequencies by Population Groups

Positions Held Just Previously in Other Systems	Over 100,000	30,001 to 100,000	10,001 to 30,000	5,001 to 10,000	2,501 to 5,000	2,500 and Under	Totals
Superintendent .....	24	27	74	75	56	48	304
Principal* .....	2	4	22	26	30	34	118
Assistant superintendent .....	2	3	2	2	3	4	16
Teacher .....	..	..	2	4	3	8	17
Totals .....	28	34	100	107	92	94	455

\*Either elementary or high school, but usually high school.

TABLE II. Routes Followed by the Superintendents Who Advanced Within Their Systems  
Frequencies by Population Groups

Positions Held Just Previously in Same Systems	Over 100,000	30,001 to 100,000	10,001 to 30,000	5,001 to 10,000	2,501 to 5,000	2,500 and Under	Totals
Principal* .....	5	16	53	45	28	22	169
Assistant superintendent .....	24	4	1	..	..	..	29
No previous positions reported ..	2	2	4	9	1	4	22
Teacher .....	2	2	..	3	3	..	10
Totals .....	33	24	58	57	32	26	230

\*Either elementary or high school, but usually high school.

professional advancement of school superintendents.

1. The number of superintendents who came to their present positions from other school systems is approximately double the number who advanced within their systems. The numbers are 455 and 230, respectively.

2. The ratio of 2 to 1 does not hold for all of the population groups. It is approximately this in cities of 5,000 to 30,000, but in larger cities the number of superintendents who came

made superintendents. In these largest cities there are no other popular sources of superintendents.

4. In all groups of cities below 100,000 population, the only common source besides that of superintendents from abroad is that of the principalship. In cities of 5,000 population and upward these principals are mostly within the same systems, but in the smaller places it is more popular to draw from among the principals of other systems.

## South Portland Apprentice Teacher-Training Plan

L. C. Day, Superintendent of Schools, South Portland, Maine

The South Portland School Department has opened to all 1932 nonemployed graduates of normal schools, or other teacher-training institutions, the opportunity to serve as volunteer teacher apprentices, without salary.

It was proposed to afford each graduate an opportunity to gain further teacher-training experience under careful supervision, the length of the period of training to depend upon the number who enrolled for the service, and the number who could profitably be placed in the system at any one time. It has been possible to place all nine unemployed graduates who applied, each to have a full year's training.

The teachers in training are assigned as extra assistants to carry on work which otherwise could not be carried on, and they are not in any way displacing regular teachers. The apprentices are safeguarded against exploitation through an understanding that they shall receive full substitute's pay when called upon

to substitute for a regular teacher. It is understood, further, that if an apprentice succeeds a regular teacher who resigns, she will receive the normal initial salary for the position.

It is also understood that the acceptance of volunteer services in no way obligates the school department to furnish an apprentice later with a regular position. If a suitable vacancy occurs in the regular teaching staff, however, an apprentice with a highly creditable training record will receive preference as a candidate for the position.

The apprentices are free to terminate their services at any time upon reasonable notice, but while serving they are subject to the same rules and regulations as regular teachers.

While this apprentice-training plan is of material assistance to the school system, relieving some of the increased burden that enforced economy and overcrowding have placed upon teachers, it is believed that the plan will prove

(Concluded on Page 64)



# The School Board's Right to Education by the Superintendent

Daniel P. Eginton, Assistant Supervisor in Research and Surveys,  
Connecticut State Board of Education

Under the present administrative organization in most states the key position of control and progress lies in the lay board of education. Boards of education and not professional administrators are the ones who generally possess continuity and carry on. They are responsible for the formulation of all educational policies and for the evaluation of results. They are the ones who hire teachers, who determine what shall be taught, who shall go to school, what services shall be offered to the children in the community, where buildings shall be located, and how much money shall be spent. They give the final answer to hundreds of important policy-forming questions. Whether or not they act wisely and effectively to a large degree depends upon how adequately the superintendent of schools has educated them to discharge their functions and to what extent they are guided by the expert advice of their executive officer. Thus as a fundamental principle of administration, it is obvious that the board of education may reasonably expect that *the superintendent will keep the members of his board well informed on the purposes and processes of education and on the conditions of the local community so that the board may formulate wise and sound educational policies.*

This sounds so reasonable that it would hardly seem anyone would not accept it. Such is not the case, however, for there are many superintendents who argue that they cannot adopt modern progressive methods of education because their boards do not understand or approve of the newer, freer methods which to them represent such absurdities as "soft" education, omission of the fundamentals, or an attempt to have the children teach themselves. In short, such superintendents are frankly but unconsciously admitting that they are not discharging one of the most important responsibilities of the educational administrator in America. Regardless of how narrow, traditional, and uneducated are some few of the persons elected or appointed as board members, the superintendent must undertake to prepare them for the duties of their office.

## Wise Anticipation of Needs

The wise superintendent does not wait until critical situations are immediately upon him before he brings them to the attention of his board. He anticipates these problems or needs long before they arise and hopes that they may be adopted. For instance, he carefully points out such things as the kind of building which will be needed in the future to house a program which the board plans to adopt; the advantages (often the necessity) of employing specialists such as a school nurse, a doctor, a psychologist, or a visiting teacher; the grave necessity of employing only the best-educated persons available for professional positions in the school; the quantity and character of materials of learning (books, construction, tools, equipment, papers, pictures, machines, etc.) which are needed in a modern school; the nature and meaning of the curriculum and the specific methods of improving it; the value and need of a community playground and an adequate recreation program; the place of parental or adult education in the program of the schools and the things that are necessary to carry it out; the desirable experiences that may grow out of excursions or trips by the pupils; the

meaning of adequate art, health, science, and recreation programs and the things necessary in order to provide them; and the meaning and methods of a satisfactory publicity program.

It is generally true that the reason so many superintendents do not discuss these and other comparable matters with the policy-forming boards of education is that the superintendents are not qualified to do so in an intelligent, convincing, and tactful manner. They have to depend upon their associates to do most of the thinking about these matters. They, too, often prefer to watch the budget, build the buildings, buy the supplies; in short, to deal with the *externa* rather than problems of organization and method. Too often they build the organizations and buildings first, and then fit the educational program accordingly.

## Unified Program Needed

An intelligent, growing, wide-awake school board is a superintendent's best guarantee of continuance in office in all instances where he is really trying to do something besides hold his job and operate his school as an educational cafeteria in which children consume bits and dabs of this and that in accordance with assigned lessons in disconnected, separate subjects. Boards of education must understand in order that they can appreciate and value the program which the schools are trying to carry out. Perhaps it would be more correct to say the various disjointed activities which the schools are carrying out rather than their program, because few superintendents ever carefully plan, organize, coordinate, and integrate the activities of the school so that they are complimentary parts of a unified, balanced program. There is great need of synthesis in administration—to develop and carry out a harmonious policy or program.

The educated, enthusiastic members of the school board also form a valuable group to go out into the community, to explain and defend the program of the new education. If the superintendent has informed them as he should, they can discuss such problems as why children are not required to read as soon as they enter school; why arithmetic is not taught between 9:45 and 10:10; why children are not required to sit listlessly in straight rows in immovable seats; why pupils must have numerous books, pamphlets, circulars, reports, periodicals, etc., from which to gather data, rather than one stilted textbook; why formal grammar, spelling, history, health, art, etc., are no longer taught as a separate subject; why children are encouraged to discipline themselves and practice self-control and self-direction. Through their many informal and formal contacts the educated members of the board of education can do much to assure the community that the schools are organized and administered in accordance with sound principles and that they should have the united backing of all. Often, too, school-board members who are frequently successful

The formulation of sound educational and administrative policies by the board of education is dependent primarily upon the educational and administrative leadership of the superintendent. The present paper makes clear the services which the board of education may reasonably expect of its superintendent in this respect. — The Editor.

men and women in the professions or business, do offer many valuable suggestions to the superintendent who finds it difficult at times to see things from a layman's point of view.

## Educational Programs at Board Meetings

The board of education may well expect the superintendent to introduce professional matters or problems for consideration when an opportunity presents itself or a need arises. In every board meeting, a definite time may be arranged for the superintendent to bring up questions for consideration. This time should usually be early in the session to be sure to get at the discussion of some fundamental. Policies which will require much time for acceptance should be introduced long before it is hoped they finally will be realized; i.e., planning and constructing a new schoolhouse, employing a psychiatrist, establishing a nursery school, setting up an experimental class, employing special supervisors, or providing a well-equipped library and a trained librarian. The superintendent, like the teacher, has the duty to watch for favorable opportunities which will enable him to introduce and discuss professional matters so that they will receive consideration. After the superintendent has once taken up a problem, the board may expect that he will follow through with his point of view, and develop constructive interest and discussion until a solution has been found. Minor changes or matters often may best be introduced as incidental opportunities appear, which are favorable for them. Many new ideas or principles of education often can be woven into the solution of a specific problem already familiar to the board.

Thus the superintendent will watch for and use opportunities in both the regular board meetings and the casual contacts with the members of the board to discuss professional problems and to point out basic principles and newer, efficient methods. He has been employed as the leader and chief educator, but in exerting this leadership, he will avoid the attitude of "expert" or dictator. He will use democratic, cooperative, methods. In order to give the members of his board the necessary evidence upon which to base their judgment on many problems, he will accept the responsibility for collecting and presenting the information which in his opinion points out the need and the method of working out a solution. These data will be carefully prepared, complete but brief as possible, and arranged in such form that they may easily be understood by a layman. The more specific and concrete the data are, the better.

## Literature and School Visits

In addition to oral and written reports or discussions by the superintendent, or members of his staff, the members of the school board may expect that the superintendent will make easily available suitable, helpful literature on educational problems and particularly on the work of the members of a school board. The members will find much help and stimulation from the discussion of especially pertinent books and articles and from a subscription to at least one magazine which deals specifically with school-administrative problems.

Members of school boards invariably find inspiration in visits to other school systems which have problems comparable to those in their own schools. Such visits make it possible to observe the work along the lines which the superintendent is proposing. At times members of the board will find it advantageous to attend educational professional meetings. In all of these matters the members of the board may expect



the superintendent to carefully inform and guide them so that they will get the most out of their visits and study. For instance, if the local community is planning to build a new elementary-school building, the superintendent might well draw up a list of the buildings in the vicinity which have developed features which are worth studying. In order to observe the value of the features which the superintendent believes should be incorporated in the new building, it may be necessary to visit several buildings, viewing in one a satisfactory health unit, in another a combination workshop and classroom, in another a library, in another effective internal arrangement which promotes flexibility, in another an ideal kindergarten, in another an ideal system of lighting, in another movable furniture and built-in filing cases. While the members are studying the building features, they also may profitably spend some time in observing the general atmosphere of the progressive school, its discipline, the free and natural movement of pupils, the manner in which pupils are working in groups, the displays of pupil products, the richness and variety of materials of learning, the individual programs which the pupils are following, and the informal arrangement of the classrooms.

### Can It Be Done?

Special reports and discussions of details of schoolwork are occasionally necessary in order that the board of education may have first-hand information about methods which are being used in the schools, equipment which is needed for special aspects of the school program, or other comparable matters. The nature of these reports or discussions obviously will vary in accordance with the situation. In general, however, they will be prepared by the assistant superintendents and directors of special subjects and will make clear the aims and methods of the special-subject programs, of departments of the schools, of particular school organizations, etc.

No doubt many superintendents who read this paper will argue that the foregoing suggestions are desirable in theory, but quite impossible to carry out in many public-school situations where the control of the schools often is in the hands of persons who have had only a limited amount of schooling and who have never made any marked success of their own affairs. The school board which is made up of cultured, well-informed persons is undoubtedly more responsive than one of limited education. That, however, is not the way of American politics and the conservatives, the traditionalists, the bigoted, and the ignorant are found on practically all boards except those which have been educated. The need for professional advice and leadership is greatest in those unfortunate communities which lack adequate lay leadership in education, because they not only have a limited number of eligible persons for school-board members, but also because they do not select the best persons available for the position. The superintendent who rationalizes and thinks that if he deals with such matters he will be accused of playing politics in order to protect his own job is both foolish and weak. The superintendent who rightly informs his community in the matter of selecting members of a board of education not only saves himself much work and worry but is a benefactor of humanity. Democracy does not mean that anyone is good enough for a position of importance like membership on the school board.

Those superintendents who are looking for an excuse for not doing the things which they know should be done may be able to rationalize so that their consciences no longer pain them when they realize how inefficiently the local community deals with the problem of electing board members and how little the board mem-



H. W. ANDERSON  
Superintendent of Schools,  
Omaha, Nebraska

Mr. Homer W. Anderson, who became Superintendent of Schools at Omaha, on January 1, had been Deputy Superintendent of Schools of Denver since July, 1927, when he succeeded A. L. Threlkeld. Mr. Anderson came to Denver in January, 1923, to assume the position of Director of Research, Statistics, and Building Activities. Previous to going to Denver, he had been for three and one-half years assistant director of research for the public schools of Detroit, Mich., and assistant superintendent of schools.

Mr. Anderson is a graduate of Des Moines University, and of the University of Iowa, where he received his master's degree.

bers know about the work of the schools. The true professional leader already knows that he is responsible for the education and guidance of his school board. He seeks opportunities to help them, rather than alibis and excuses for not doing so. When he fails in a project he recognizes that it is because of a lack of tact and knowledge. He does not blame the school-board members for anything because he knows that part of his job is to inform and convince the board. He blames himself for failure.

### Greater Efficiency of Superintendents

The time has come when superintendents who cannot command the respect and confidence and

offer the leadership necessary to advise, yes even manage, boards of education must give way to those who at least will meet the issue honestly and admit their responsibility whether or not they can fulfill it. The superintendent who cannot educate his board is like the teacher who cannot discipline the pupils under her supervision. Both lack the qualifications which they are trying to help others develop. So long as America retains the current concept of democracy and demands freedom of local control of educational matters through practically autonomous local units, the public-school administrator must recognize that one of his major responsibilities is that of keeping his board sympathetic, well-informed, and ahead of the masses in their thinking about educational questions. This responsibility may be as distasteful as garlic, but it is the current way of successful American educational administration. There can be no real progress without the united backing, and cooperation of an intelligent local board of education.

The lives of millions of children are today thwarted, cramped, and maladjusted because so many superintendents are so hopelessly ineffective in the function of stimulating and guiding their boards to a better understanding of their jobs, and better capacity to formulate judicious, reasonable policies. One has but to read the rules and regulations of a number of boards to be convinced that they are badly in need of more direction, better perspective, and better understanding of the purposes and processes of education and the services which the schools should provide. If not convinced it is recommended that he but notice the improper location of hundreds of school plants, the dearth of materials of learning, the external and internal arrangement of many so-called school buildings, the type of persons employed in many cases as teachers, the unreasonable and silly curtailment of teacher freedom, and the unsound, short-sighted methods adopted to reduce expenditures. Would that no superintendent will ever put himself in a vulnerable position by saying "I can't adopt modern methods of education because my board and community will not allow me to do so." It is high time that somebody smashed this rock of ages upon which so many have clung so long, so complacently, so satisfied, so civilized.

## Can the Small City AFFORD to Discontinue its Summer High School or to Charge Tuition?

Frederick Leighton, Superintendent of Schools, Oswego, New York

Due to the necessity of reducing expenses, many cities throughout the United States have either discontinued entirely their summer high schools, or have placed them on a self-supporting tuition basis. Others have cut down the number of subjects offered, thereby reducing the cost for teachers and correspondingly the registration.

Oswego, N. Y., with a population of 22,652, continued its summer high school in 1932, with sixteen teachers, the same as in preceding years, and increased the number of subjects by three, thereby increasing its registration. No tuition was charged to anyone regardless of where he resided; one student came from New Hampshire and another from New Jersey.

Naturally, some taxpayers and others will ask whether a small city like Oswego can afford to continue such a procedure, and if such a policy can be justified. Likewise, those most familiar with the details will ask whether Oswego can afford to change the policy of her summer high school, or discontinue it. Some details may be of general interest.

The total cost of operating the 1932 summer high school in Oswego for 35 days, excluding over-

head, was \$3,600, all of which was for salaries, viz.: principal, \$400; sixteen teachers at \$200 each. The total registration in 1932 was 720, and the average daily attendance was 630. The per-pupil cost, therefore, based on current expense and average daily attendance, was \$5.71. Omitting the average daily attendance of 92 nonresidents, and charging the entire cost against the average daily attendance of 538 pupils, the per-pupil cost was \$6.69.

Since a pupil is able to complete a full year of high-school work in four summer sessions, the total cost of a year's schoolwork done in summer sessions was estimated at \$26.76. The total per-pupil cost for a year's work done in the regular session in Oswego High School, according to the last report, was \$115.14. The per-pupil saving, therefore, arising from summer-school attendance as against attendance during the regular year, is the difference between \$115.14 and \$26.76, or \$88.38.

The total cost to the city for educating the 92 nonresident pupils for the summer amounted to \$525.32. This expense may be criticized and is open

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# Organizing the Six-Year High School

L. R. Kilzer, Professor of Secondary Education, University of Wyoming

In the October, November, and December issues of the SCHOOL BOARD JOURNAL the writer discussed "The Development and Present Status of the Six-Year High School" and "Some Advantages and Disadvantages of the Six-Year High School." The attention of the reader is directed, first of all, to those articles as a basis for the present discussion.

Many factors demand careful attention in organizing the undivided six-year high school. Some of these factors are: the building and equipment, the staff, the program of studies, the methods, the daily schedule of recitations, the extracurricular activities, and articulation.

## The Building and Equipment

It is not always necessary or possible to erect a new building whenever a high school is reorganized from the traditional four-year basis to the six-year basis. Adaptations may often be made that will provide adequately for the new type of organization with little or no additional expense. If the building has wings, it is possible to house the pupils enrolled in grades seven and eight or in grades seven, eight, and nine in one wing and to house the pupils in the higher grades in the other wing. If the building has no wings, one end of the building may be used for the lower grades of the organization while the other end may be used for the upper grades. If the building has two floors, the lower grades of the six-year high school may be housed, for the most part, on one floor while the remaining grades are housed, for the most part, on the other floor. If it is at all possible, the auditorium, the principal's office, the library, and the gymnasium should be located between the wings of the building or near the head or the foot of the stairway. It is best to provide separate toilets for the upper- and the lower-division boys and for the upper- and the lower-division girls. The foregoing suggestions aid in preventing too much intermingling of the immature and the mature pupils, and incidentally help to overcome one of the greatest objections to the six-year high school. When a new building is constructed to house the six-year high school the foregoing suggestions should be incorporated in the statement of requirements submitted to the architect.

Equipment used in the four-year high school is not entirely suited to the six-year high school. Abraham Lincoln was once asked how long a man's legs should be, and he replied: Just long enough to reach the ground. Unfortunately many boys and girls in high school find that their legs are not long enough to reach the floor when they are seated in the classroom, library, auditorium, and study hall. Desks and seats should not merely be adjustable—they should actually be adjusted. It may be necessary for certain rooms to be used for English classes for grades seven, eight, and nine while other rooms are used for English classes in higher grades. This may cause certain teachers to have some of their classes in a room other than their regular room, but it is easier for the teacher to change for a few classes than it is for the equipment to be changed to suit the physical comfort of the various pupils. Within any given classroom it is necessary to have seats and chairs of widely different sizes, however, because of the great range in the physical development of the pupils of that grade.

## The Staff

Since the physical, mental, and social development of pupils in the six-year high school differs widely, it is necessary that the principal

and the teachers understand their pupils and that they be sympathetic toward them.

Boys reach the adolescent stage all the way from 11 years to 17 years of age, while girls reach this stage all the way from 10 to 16. By the opening of the seventh grade over half of the girls and over one third of the boys have reached this stage, and a few may have completed it. The great majority of the pupils in the upper grades are mature. Since the majority of the teachers in a six-year high school should teach throughout the whole range of the course of study, i.e., vertically, from grades seven to twelve, it is important that each teacher understand the problems of adolescence, and that he be given training and assistance meeting such problems.

In an unselected ninth-grade class of 22 pupils the writer recently found that chronological ages varied from 12 years, 8 months to 19 years, 3 months. The I.Q.'s ranged from 82 to 142. Scores on the Terman Group Test ranged from 59 to 191. Scores on the New Stanford Achievement Test ranged from 811 to 1,191, and educational ages ranged from 12 years, 7 months to 19 years, no months. Scores on the Thorndike World Test ranged from 47 to 92. Certainly such variations are common in unselected classes in the average high school. Even greater differences should have been found if the number of pupils had been greater or if all pupils from the seventh to the twelfth grades had been studied.

Teachers must avoid the tendency to carry upper-grade technique down into the lower grades or vice versa. Methods and materials must be adapted to the development of the pupils. It is necessary that teachers be selected with this problem in mind. Those who fit only into the lower grades of the six-year high school be assigned to work in the grades below the high school and those who have proved their ability to adapt themselves to work in each of the six grades in the high-school unit should be employed to take their place. Similarly, teachers who adapt themselves only to the upper grades may with good reason be asked either to adapt themselves satisfactorily or to seek employment elsewhere.

Pupils in grades seven to twelve differ enormously in regard to their social development. The great majority of the pupils in the lower grades of the six-year high school are immature, while the great majority of those in the upper grades are socially mature or nearly so. Hence methods of control or discipline must differ. The younger pupils cannot be turned loose nor is it wise that the older ones be denied the opportunity to become more nearly socially independent. Teacher control must not be withdrawn in favor of pupil autocracy; pupil participation should be provided insofar as the pupils show themselves willing and capable of cooperating with teachers. Not all teachers adapt themselves to the social differences and needs of pupils in grades seven to twelve. Before introducing the six-year high school, therefore, it is important that the staff be selected carefully.

The six-year high school is under present economic conditions the only feasible method of bringing the advantages of the junior-high-school idea to the children of the majority of medium size and smaller cities. The present paper, which is the last of a series of three, makes clear how the problem of the six-year high school may be solved in the smaller communities.—The Editor.

In this connection, it should be stressed that the six-year high school has not taken full advantage of its opportunity to have teachers teach in their major and minor fields only. This constitutes one of its greatest unexploited opportunities. Wise administrators give to many teachers a full teaching load in their major field only. This is possible in English, for example. Standards relating to teacher preparation should be in keeping with the recommendations of such accrediting agencies as the North Central Association of Colleges and Secondary Schools.

The faculty of the six-year high school should be unified and integrated. This ideal is brought about very largely by assigning each of the teachers to the various grade levels, and by having a uniform salary schedule for equal preparation, experience, and ability.

## The Program of Studies

Another of the unexploited opportunities of the six-year high school concerns the enrichment of the program of studies. When a teacher is assigned to his major field of preparation only, or to his major field and to either one or two of his minor fields in addition, he does not find his work burdensome, and consequently is enabled to carry a fuller load than otherwise. In the English department, for example, this should make possible a course in public speaking in addition to the regular offering of the school.

Certain exploratory courses may be offered in three or four consecutive grades in the lower part of the six-year high school. This practice assures a large enough subject-enrollment to make such courses justifiable from the standpoints of both interest and economy.

The program of studies in a six-year high school should not consist merely of a combination of what is usually offered in grades seven and eight of the traditional elementary school and in grades nine to twelve of the traditional four-year high school. So far as possible, the program of studies in the lower division of the six-year high school should approximate the best practices of the segregated junior high school. The extent to which this is possible depends, of course, upon the size of enrollment, but some enrichment is possible even in small schools.

## Methods

It has already been pointed out that teachers must adapt their methods to the physical, mental, and social development of the pupils in the six-year high school. Individual instruction should be used to some extent. Certain methods are fitted better to the lower grades in the six-year high school while others are fitted better to the upper grades. The principal and the supervisor have an important duty carefully and frequently to make sure that a teacher uses proper methods before assigning him to the six-year high school. Teachers should be selected and transferred on the basis of suitability for their work.

## The Daily Schedule of Recitations

Many of the general principles of schedule-making apply in the six-year high school. Pre-enrollment is necessary in the spring if the high school is to be reorganized on the six-year basis. Pupils in grades six, seven, and eight of the local school system should be contacted by the principal and teachers of the high school by means of visits, talks, bulletins, and letters. The present sixth- and seventh-grade pupils should be given a limited amount of information concerning the program of studies and the probable schedule of recitations. They seldom



create serious problems in schedulmaking because their work is very largely constant (required) rather than variable or elective.

The present eighth-, ninth-, tenth-, and eleventh-grade pupils should be informed concerning the probable program of studies for the following year, and should be given an opportunity to check, under careful guidance, the subjects they wish to pursue. During the summer months the principal builds his daily schedule of recitations. It is often well to begin with a schedule that has proved satisfactory in the four-year high school, remembering however that certain teachers will no longer teach in more than one field of instruction and that few will teach in more than two fields. The choices of next year's seniors should first be checked against the proposed schedule. Alterations that are both reasonable and possible should be made. This is the last opportunity the seniors will have to carry certain required and elective courses. The juniors' choices are next considered, and certain alterations may be effected, provided they do not make it impossible for one or more seniors to get what may reasonably be expected. Juniors have an additional year in which their requests may be granted. When subjects such as physics and chemistry alternate by years, however, juniors deserve to be given as much consideration as seniors. Juniors and seniors who have willingly followed the suggestions given by advisers in former years should be given consideration ahead of those who have chosen courses in the past contrary to the guidance given. Sophomores and freshmen have two and three years more in which to get the subjects they wish. Conflicts in their requested courses are therefore not so serious as in the upper grades. It is advisable that guiding principles be set up, however. For example, pupils might be permitted to begin a foreign language in only the freshman or junior year and not in the sophomore or the senior year. Electives open to certain pupils should not be scheduled at the time regularly required subjects are offered. As a rule, electives should be run parallel with electives.

After the principal has succeeded in building a satisfactory daily schedule of recitations, he should indicate on the pre-enrollment sheets the time for each of the subjects chosen by a pupil. In case conflicts still exist, he indicates this on the sheet and recommends one or more possible substitutions. The sheets are then given to the adviser or homeroom teacher who uses them as a means of guidance at the time of final registration.

As a general rule, the school should attempt to organize on the lengthened-period basis. Most of the progressive high schools are now using the 50-minute or the 60-minute period. This seems especially desirable in the six-year high school in order that the number of study-hall periods per pupil may be reduced and in order that closer supervision may be had over the silent study of each pupil. Very little effective studying is done by most pupils when they are placed in a study hall containing pupils of every grade in the six-year high school. Younger pupils need more careful checking and somewhat different methods of control. Six 60-minute periods daily provide adequate time for the daily schedule of almost any six-year high school. In the lower grades of this organization such subjects as art, penmanship, and music may be alternated during the same class hour. For example, music may be offered from 9:00 until 9:30 on Monday, Wednesday, and Friday; while penmanship may be offered from 9:30 until 10:00 on the same days. Art may be offered Tuesday and Thursday from 9:00 until 9:30, and physical education may be offered from 9:30 until 10:00 on the same days. This arrangement takes care of most of the subjects that do not meet daily. The homeroom

period and assemblies may alternate with certain other subjects such as shop and home economics that do not meet daily.

The lengthened period obviates the necessity for double periods in the laboratory subjects and thus simplifies schedulmaking greatly. Leading accrediting agencies accept the five hours devoted to classwork and laboratory work, combined, as sufficient to meet their standards. Teachers of laboratory subjects at first find it a bit difficult to complete their laboratory work in a single hour, but soon find that more careful planning makes it possible to do their work satisfactorily in this time. The lengthened period makes it possible for teachers of laboratory subjects to teach as many classes daily as do teachers of nonlaboratory subjects. This results in an economy and also makes possible the enrichment of the program of studies. Supervised study is considered essential in the modern high school. It is given an opportunity to function effectively in the lengthened period.

### Extracurricular Activities

In the six-year high school there is often a tendency to permit pupils in the lower grades to become submerged and lost sight of in the extracurricular activities program, and to permit the pupils in the upper grades to dominate. The interests of the so-called junior group are a right to be guarded zealously. The high school belongs no less to them than to pupils in the upper grades. Some of the activities can be shared in common by all pupils, while other activities necessarily permit of participation by pupils of certain grades only.

Each grade should be represented on the student council. In the six-year high school at the University of Wyoming the twelfth grade has three representatives on the council; the eleventh grade has three; the tenth grade has two; and the seventh, eighth, and ninth grades have only one representative each.

When "mixers" are held, it is often wise to provide especially for the younger pupils during the hour just before the older ones come. Games of various kinds may be played by the younger pupils during this time. If the older pupils are to have a dance, the younger ones may be invited to remain an hour, and may then be sent home for the evening. This permits enough intermingling to give evidence of the fact that the pupils of the lower grades of the six-year high school are actually a part of the organization. To permit the younger pupils to remain during the entire evening tends to keep them out a bit too late. Then too, many of them do not participate in the dancing; they prefer to chase each other across the floor, and through the hallways. Matinees immediately after school hours may be used to provide entertainment for all the pupils in the high school. These, like all other school functions, should be supervised carefully.

The high-school paper is an enterprise in which all grades of the six-year high school participate. Each may have its reporters, for example. A section of the paper may be devoted to each grade. Subscription contests may be held. The annual may be managed on the same plan.

In many states, pupils below the ninth grade are not eligible to represent their school in interscholastic high-school athletic contests. It is perhaps best not to permit them to participate in competition with older, more mature pupils, but provision might be made whereby they may participate against pupils of their

The essence of all institutions of higher learning should be self-education under guidance. — A. Lawrence Lowell.

own age enrolled in other schools. Interclass contests in which no class may compete with any class more than two grades ahead or behind it have proved satisfactory. In some high schools lightweight teams compete with other similar teams while heavyweight teams compete with heavyweight teams.

Assembly programs may at times be provided for the entire school. At other times pupils in not over three consecutive grades are invited. The various classes may, in turn, provide the assembly programs for the other classes in the entire high school.

The homeroom is essential in the six-year high school. While it is often considered an extracurricular activity, it is also a very effective administrative device. Approximately 30 pupils are assigned to a school home or headquarters in charge of a teacher known as the "school parent" or homeroom teacher. The importance of this organization is indicated by the fact that it is called "the hub of the school," "the pulse of the school," "the backbone of the school," and "the barometer of the school." It is sometimes also called the roll room or the report room. It is the front line of contact between the administration and the pupils, and consequently helps to translate administrative policies into effective practice. It is a miniature community in which even the most timid pupil is encouraged and guided in his participation in group affairs. The homeroom teacher is a friend who counsels, guides, and encourages the pupil.

Pupils should report to their homerooms at the beginning and at the end of each school day in order that they may receive directions and necessary encouragement and guidance. In the homerooms attendance is especially checked. Absences are carefully investigated and "admits" are made out. Pupils are assigned to a desk in the homeroom and a locker in or near it. This room becomes the center of their school activities. It should provide a valuable means for preventing too much intermingling of immature and mature pupils and should serve to prevent the pupils in the lower grades from becoming lost and confused in the organization.

There is little agreement in regard to the best methods for selecting the pupils who are to compose a given homeroom group. Some of the criteria used are: intelligence quotient, mental age, educational age, chronological age, physical maturity, major interests, curriculums pursued, probable length of stay in school, first-period recitation groups, grade classification, activities pursued, alphabetical arrangement in accordance with surnames, geographical distribution, previous school attended, sex, and random selection. A combination of several of these methods is frequently used. In small six-year high schools the grade-classification plan is perhaps most frequently used, providing the homeroom groups thus formed are neither too large nor too small.

### The Problem of Articulation

Adequate provisions must be made for articulation between the two units of the 6-6 organization. Teachers in the elementary unit should interest themselves in the high-school unit and vice versa. This will tend to bring better articulation in subject matter, and will make the break between the two units less abrupt. In the 8-4 organization the greatest break is between grades eight and nine. In the 6-6 organization the break comes two years earlier, and is consequently less serious. However, in organizing the latter type of school care must be exercised to avoid a break between grades eight and nine or between grades nine and ten. Graduation exercises at the end of the eighth or the ninth grade will be entirely eliminated. If the local community demands something in this

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A HAPPY GROUP IN A READING CLASS

# Does

## the "NEW SCHOOL" Waste Time?

Harry S. Ganders, Teachers College, Syracuse University

On visiting new schools one sees children devoting hours and even days to what it seems should be accomplished in a few minutes. Pupils appear to be "just fooling around." Hours are apparently wasted in learning what the teacher could tell them in a minute. They seem engaged endlessly in *making* things, going on trips, preparing exhibits, making clothespin dolls, dry-goods-box houses, and manikins; in using paint, paint, and more paint! — apparently doing anything *but* learning something! It seems, teachers in the "New Schools" never tire of having children, by trial-and-error processes, repeat the experience of the race. These educators do not seem interested in short-circuiting experience. Hence even their friends are prone to ask, is it necessary to repeat all mistakes of the race? To learn each lesson anew? If so, why send children to school?

Many of the activities seem barren of all possibilities for increasing facts or principles. Activities seem repetitious, necessary if only morons went to school.

The fact that the least waste of time occurs in classes taught by the more competent teachers suggests that teachers adventuring in the new education, may aim to economize time with reasonable expectations of substantial savings.

Regardless how successful the teacher may be in this respect, however, the new school will never satisfy the traditional teacher or administrator.

Sympathy with the new school on this point requires a fundamental revision of our concept of what education is and how it is achieved. Let us see if a traditional schoolman would wish to take this step, by examining the underlying reasons why this school commits itself to time-consuming "activities," "experience," "reality," and "democratic procedures."

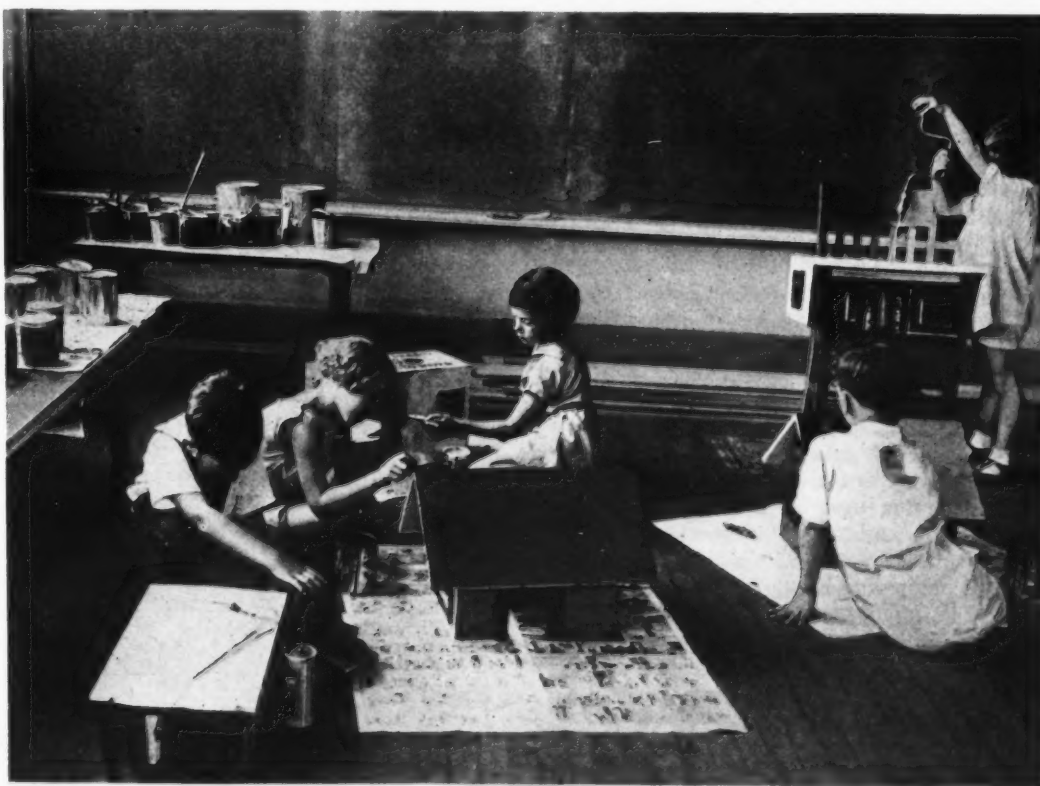
"Progressives" say, the "activity" or "project" is not simply one *method*, "to be selected according to our tastes from among other methods, but it is an educational procedure dictated by primary laws of mind and character!" It is not a theory but a fact, that intellectual activity among children is closely associated with physical activity, and thus related

is the highest form of action. Activity for its own sake is condemned, as the form without the spirit. But if children rather than teachers are to be the primary learners, it is the former who must do the work and act — not just listen. It is probably true that children have in the past gotten their most important educations out of school and were it not for this the old passive education would have been a total failure. (This point might be considered by those who say, "The old school is good enough, for behold, it produced you!")

The emphasis of the new school upon reality, subjects it to tremendous criticism, not alone

because the search for and construction of things takes time, but for reasons of inconvenience as well.

Fathers, whose kits of carpenter tools gradually disappear from home to reappear in the classroom; mothers, whose sons come home from school with bloodstained clothes because a rabbit hide for tanning is not conveniently surrendered without bloodshed; policemen, whose stations have been visited twenty times; storekeepers, milk men — all have to be more than fathers, mothers, policemen, and storekeepers. They must be *philosophers* as well.



A SECOND GRADE IN THE WORKROOM OF A "NEW SCHOOL"

This class is a second grade in the Joint University and Public School of Teachers' College, Syracuse University, Syracuse, New York.

These are of course extremes, but after all, isn't the education of a people's children of primary importance second only to obtaining of food and shelter? Should parents complain if teachers encourage an interchange between home and school, school and store? If educa-

Why not? Or give him some practice exercises and send him off in a corner to learn them for half days on end, year after year? Unfortunately, there is only a chance that he can thus become educated, i.e., only a chance that a change is being effected in his life.

procedure nature decrees for the functionalizing of facts and meanings into knowledge and power is through "activities," or "projects," i.e., experience. To teach means "the induction of developing activities," aimed to provide for children a succession of experiences worth while



THE KINDERGARTEN IN THE "NEW SCHOOL" IS A RADICAL DEPARTURE FROM THE PRIM, TRADITIONAL KINDERGARTEN OF THE LAST CENTURY  
The present group was caught unawares in the kindergarten room of the Joint University and Public School at Teachers College, Syracuse University, Syracuse, New York.

tion must be real, children cannot eternally build with blocks or even saws and hammers. Nor, conduct "paper drives" the tenth consecutive year with any but diminishing educational returns. Even exhibits and expositions should be tolerated if work exhibited is really the children's and if expositions and pageants do not involve turning schools into factories, producing costumes and paraphernalia on a noneducative quantity production scale. If guinea pigs, rabbits, chipmunks, toads, and goats must go to school and the school in turn visit the roundhouse, museum, and menagerie, adults should find it exhilarating if all this search for reality is actually necessary and not too time-consuming.

Unfortunately for the efficiency expert, both "activities" and "realness" are absolutely essential to education regardless of how much time it takes. All we can ask is that the best activities be selected and that reality attained be for education and not the immediate external object itself. Education without activities and reality is impossible because *education is experience*. The *child* has to do the learning and learning is reconstructing or rearranging elements in experience. A philosopher of our time has defined education as, "... that reconstruction or reorganization of experience which adds to the meaning of experience and which increases ability to add to the course of subsequent experience."

If you want a child to learn some facts, why not just have him sit down and learn them?

Nor is there one chance in ten, that from the unrelated facts he thus "learns," he extracted the relations and meanings which are of course the *only* means for translating such facts into useful knowledge. The



BUILDING THEIR OWN PLAYHOUSE  
Materials brought from home are being used by this outdoor class of first graders at the Training School, University of Kentucky, Lexington, Kentucky.

in themselves and leading to ever widening and deepening experiences.

Although some economy of time can be effected through careful choice and planning of activities, nevertheless if education is to be effective, every forward step must emanate from a previous experience which was *real* to the learner; and since children, rather than teachers, are to do the learning, it will have to be done at children's rates of speed and in the manner nature decrees.

#### SCHOOL BOARDS MAY PERMIT USE OF SCHOOL BUILDINGS FOR PUBLIC ENTERTAINMENTS

School boards in the State of Utah may permit the use of school buildings for various kinds of public entertainment, without fear of being charged with commercialism or unfair business competition, according to a recent ruling of the State Supreme Court.

The court, in its decision, ruled that, while the giving of shows, dances, and other entertainments for which an admission fee is charged, may have some business aspects, it cannot be said that the legislature intended by the word "commercial," to exclude all games, dances, baseball, football, debates, lectures, and entertainments. The school authorities, it was pointed out, are not engaged in ordinary business transactions, but permit student-body activities for the purpose of education for training students in business management and self-government. Where an admission fee is charged, it is used not for the enrichment of any person or group, but solely for the purchase of accessories and equipment for use in the schools. Under the Utah laws, school boards are given express powers to equip and maintain playgrounds, athletic fields, and other recreational facilities, and to conduct plays, dramatics, and entertainment activities.



# New Sources of School Revenue and Tax Reduction for Real Property—BUSINESS TAXES

H. H. Davis, Columbus, Ohio

A strict interpretation of the term "business taxes" places them in the category of "benefit-received" levies. These taxes are properly levied on various individuals, or organizations as a charge for the privilege of conducting various sorts of businesses. This privilege is presumed to be valuable when properly used. If a business is unable to make a profit, it is not for that reason excused from the tax payment. A good tax system should produce as much revenue as possible from levies based on benefits. Whenever anyone receives any privilege at the hands of the state, from which he can make a profit, he surely should pay for that privilege before taxes are assessed on the basis of presumed ability. Neither does the payment of this tax relieve the business from paying other regular taxes (such as property or income) based on the "ability to pay" theory.

For example a dealer in cigarettes may pay a property tax on the building in which his store is located, a business tax based on the privilege of engaging in the enterprise of selling tobacco, and an income tax based on his profits. He may, in addition, collect from his customers a sales tax which he turns over to the government. This sales tax should not be confused with a business tax, for it is not paid by the business but by the purchaser. Some sales taxes are assumed by business and the addition of the tax in other cases may operate to reduce business to some degree, yet the distinction remains between the two kinds of taxes both in theory and method.

## Early Business Taxes

**Historical.** Business taxes seem to have had their beginning with the transit levies exacted by primitive nations or tribes for the privilege of passing through their territory. From this beginning the customs duty was a natural development. These duties at first applied both to imports and exports, but later they came to be applied almost exclusively to imports. These import taxes, commonly called tariffs, have had a checkered career because of their twofold function of raising revenues and protecting home industry.

In the matter of taxation based more or less roughly on volume of business done, France was the leader. The industry tax of that country was enacted in 1791 and, with many modifications, has continued since that date. Prussia followed the example of France, but soon amended the law to place part of the levy on capitalization.

The American Colonies could do little with customs duties because of the effort of the mother country to handle those matters on a general colonial basis. They did, however, develop a few export taxes and presently began the program of excise taxes on the business of making or dealing in spirituous liquors, which brought much revenue to many states.

The coming of large corporations brought difficulties in taxing each shareholder, so it was found to be more convenient to tax the corporation itself. Sometimes these taxes grew from fees which were first levied merely with the idea of paying for the expense incident to creation and regulation of corporations. In other cases the tax grew from a feeling that the good will or other intangible values of a corporation should be taxed as well as its property.

## How States Levy Business Taxes

**Use in Our State Tax Systems.** Business taxes used by our states are of various sorts,

The business tax has been designated as the tax which no consumer feels. The present paper, which is the third of a series, describes the sales or business tax in its application to American education.—The Editor.

and the value of the privilege is based on various items. One of the most simple and direct is the franchise tax often levied on utility companies for the privilege of using the public streets and roads as a right of way for tracks, gas or water pipes, or for the erection of poles to carry wires. Such use, no doubt, results in some inconvenience to the public and in considerable savings to the company, which would otherwise be compelled to buy or lease a right of way. Payment in the form of a franchise tax seems reasonable and fair. This tax is sometimes levied on the number of miles of line, such as the \$2.25 per mile rate in Virginia as a part of the telephone tax. Sometimes it is based on the number of instruments in service as is the case with the 50 cents per telephone tax in North Dakota. The most common measure, however, is gross receipts. The rates vary greatly but average around 5 per cent. These taxes are most often used by cities since rural utilities more frequently own private rights of way. It should also be stated that these taxes as imposed usually cover items, other than the pure privilege of using the streets. The monopoly value of utility service is a large factor in many cases.

A second form of business levy is that usually designated as a severance tax. The theory of this tax is that persons or companies engaged in mining, drilling, or otherwise removing (severing) natural resources are depleting a store which belongs to the country or state. For the privilege of drawing upon this common store some charge should be made. Oil, gas, coal, iron ore, and forest products are the most frequent objects of this tax. The rate may be a flat one such as the 5 cents per ton coal tax of Montana or the 1/2 cent per barrel oil tax of Oregon. More often, however, it is set at some per cent of the value of the product "severed." The range is from less than 1 per cent to more than 10 per cent but common rates are 2, 4, or 6 per cent.

## Insurance and Chain Store Taxes

A third form of business tax is based on the privilege of operating certain enterprises under state regulation. Notable among these are insurance companies and banks. Insurance companies are usually taxed on the basis of gross business, at rates of about 2 per cent. Some states tax insurance companies incorporated in other states (called foreign companies) at a slightly higher rate than that levied on companies incorporated within their own boundaries. The types of taxes levied on banks are too varied to be classified here. Value of assets, capital stock, deposits, net income, and flat license are among the measures used. Building and loan associations also come in for various taxes.

Special taxes on chain stores have recently gained some publicity and popularity. About a dozen states have such laws. They usually tax all stores, but the rate is low for a single store and increases rapidly with an increase in the number of stores.

The fourth and final group of business taxes finds a basis, not in the kind of business done,

but in the type of organization of the company doing the business. These are called corporation taxes and the privilege for which they are exacted is that of having a corporate existence rather than that of a mere partnership or company. The first form of this tax is usually the corporation organization fee, which someone has called the price of the birth certificate of the corporation. This fee is paid but once, at the time of incorporation and is usually based on the amount of capitalization. The corporation license or filing tax is an annual levy and must be paid each year in which the corporation continues to exist. This too is usually based on capitalization.

In practice business taxes are frequently levied in such a way as to cover not only the value of the privilege but to include what really amounts to an income tax or a property tax or both. The New York business corporation franchise tax, for example, is at the rate of 4 1/2 per cent of the apportioned net income, and is in lieu of any tax on the personal property of such corporations.

## How Business Taxes Help Education

Since business taxes contribute very largely to state general revenue funds, they supply considerable portions of many of our state educational equalization or other distributional funds. Massachusetts, for example, collects about \$30,000,000 in business taxes, some of which goes to support schools. Pennsylvania collects an even larger revenue from this source and devotes more of it to education.

Many states go further in this relationship and devote the proceeds of one or more business taxes specifically to schools. The Michigan tax on foreign insurance companies is devoted to educational purposes and yielded \$3,883,000 in 1930. This tax is based on gross receipts at a rate of 3 per cent on fire, marine, and automobile insurance and 2 per cent on life, casualty, and workman's compensation. Missouri also devotes much of the proceeds of an insurance tax to education. This tax is at a flat rate of 2 per cent on foreign insurance companies.

The severance tax has been rather widely used as a producer of school revenue. Arkansas levies a tax of 2.6 per cent of the market value of most natural resources extracted. Two thirds of this tax goes to the common-school fund. Minnesota levies an occupation tax of 6 per cent on the value of ores produced. Since this is based on the privilege of mining iron ore it is essentially a severance tax. One half of the proceeds go to support education in the state. In 1929 this produced more than \$4,000,000 for the school fund. Oklahoma furnishes an example of a state taxing oil and gas production partly for the benefit of public schools. The rate is at 3 per cent of the sale price where produced. There is also a tax of one half of 1 per cent on mineral production for the same purpose. These taxes yielded about \$6,500,000 in 1930. Not nearly all of this, however, was used for schools. Some other states use this severance tax in a similar way, but these examples will illustrate both the use and the methods employed.

Michigan, New Jersey, and some other states to a lesser degree tax utility property on a state-wide basis at average tax rates applied to other property, and use the proceeds for support of education. The yield of this tax in

(Concluded on Page 65)



# Coördinating the Purchases of City, County, and School Board

Charles E. Lex, Jr., City Purchasing Agent, Cincinnati, Ohio

There is no question that joint purchasing pays! Obviously, joint purchasing necessitates the grouping of requirements, standardization, and rearrangement of purchasing schedules so that prices may either be taken together or at least at the same time.

The grouping of requirements immediately results in the increasing of quantities, and the effect of any increase, within limits to be sure, is to lower prices. So it is not difficult to prove the opening assertion unless, of course, zeal beclouds better judgment and the saving is produced without regard to overhead. As to whether joint purchasing is practical and may be applied in the purchases of any given locality is another question which is not so easily answered; very much depends on the local set-up or the will and the backing of the various governing bodies.

In the experience of the writer, who for practically a year served half time as the city purchasing agent of Cincinnati, Ohio, and half time as the commissioner of supplies for the board of education of the same city, joint purchasing is a possibility which by no means should be overlooked and which undoubtedly offers the means for much saving to the taxpayer and to the governmental organizations themselves. This is especially true where appropriations are carefully pruned and call for a strict economic program. Further, savings alone are not the only benefits to be derived from joint purchasing or even coördination, service being an important factor where advantage is taken of the experience of any one organization in the use or purchase of any particular commodity. It is necessary, of course, that the governmental units entering into any joint program are open-minded in their efforts to consider quality and price as against preference and temperamental selection, two stumblingblocks in the path of good purchasing.

Those familiar with governmental operations will realize that where there is a separate governing body over the city, the county, and the school board, there are many practical difficulties in the establishment of one office charged with the responsibility of purchasing for all of the governmental units. For example, although operating under the same state laws, the legal provisions apply which differ in important respect, a different financial procedure has to be considered, and perhaps a different political set-up or influence are brought to bear because of which complete coöperation cannot well be secured. Unquestionably, however, the one office idea appeals from the common-sense standpoint and in the interests of just plain good business.

If the one office arrangement is found not to be practical, then by all means it is advocated that the two or more governmental purchasing offices coördinate their efforts to take as much advantage as possible of the increased buying power resulting from larger quantities and the use of standardization.

As mentioned above, the writer served for about one year in the purchasing department of both the city of Cincinnati and the school board, previously and subsequently serving full time as purchasing agent for the same city. This arrangement was primarily entered into because of the installation in the schools of a new system, so far as purchasing is concerned, more or less paralleling that followed previously by the city.

However, acting in the dual capacity and excepting those items the purchase of which are peculiar to the board of education alone, it was found that much could be done in the interests of economy and service in the securing of supplies for the two organizations. This should not be interpreted in any way to discount the work of the schools up to that time, but except for the special school supplies, many instances were found where the city used tremendous quantities of a certain commodity purchased in comparatively small amounts for the board of education. Again, in many instances by reason of existing contracts or agreements, the schools were enabled to get for their small purchases the same unit prices prevailing in the city's larger purchases.

Many examples might be quoted, but a few illustrations will serve the purpose here:

**Glass.** Rough wire plate glass. Florentine and polished wire glass were purchased for the

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Coöperation in purchasing has become one of the important means of economy in municipal affairs. In the present paper an experienced city purchasing agent describes how the board of education in a large city has successfully coördinated its purchases with those of the municipality and the county, and has achieved both economy and efficiency.—The Editor.

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schools on a city agreement with only a small price saving but with a resulting convenience and the elimination of a certain amount of routine in the division of supplies of the board of education.

**Rubber Stamps.** Under this heading, which to be sure is a small one, the school board, taking advantage of arrangements previously made by the city, was enabled to make purchases with a saving of about 15 per cent.

**Steel Pipe.** A city agreement enabled the schools to purchase this commodity with a saving estimated at 5 per cent.

**Renewable Cartridge Fuses.** Again, no savings are recorded as a result of this joint purchasing, but the convenience factor is obvious in the saving of office routine and in the securing of prices which had previously been secured by the city.

**Spark Plugs.** Another example of convenience resulting from the use of the city's agreement for this commodity.

**Three-Ounce Toilet Soap.** When the purchasing agent was officiating in his half-time assignment, 200 cases were purchased under the city agreement for the board of education at a price of \$2.75 a case as against a price of \$4 a case formerly paid by the schools.

It should be noted that these examples, as mentioned before, are only a few of those on record, and are set down as applying during the time when the writer was functioning in a dual capacity as purchasing agent for both organizations. Prices and discounts may have differed since that time, but the advantages are still being secured through the present work of coördination carried on between the city, county, and board of education.

A striking illustration is also recorded in the case of flour for which, at one time, the schools were paying between \$6.50 and \$7 a barrel. At the time, the city had a contract with a price of \$4.37 a barrel, plus a small transportation charge, and this price was extended to the board

of education by the contractor, even though the quantities desired by the schools were considerably smaller than those required by the city.

Instances may also be cited to show where the school board's prices enabled the city to save considerably. Thus, the schools were purchasing 20 vises and the city was purchasing 5 vises of the same type and size. By combining the two orders and on the basis of a quantity of 25 a saving of 10 per cent resulted. This amounted to a saving of about \$3 for each vise.

The work progressed for a year and a half when it was found impractical for the writer to continue his half-time assignment, and it became necessary for him to devote all of his time to the department of purchasing of the city. Even then contact was continued with the board of education, until later arrangements were made to more definitely coördinate the purchases of the two organizations together with those of the county of Hamilton.

There is nothing complicated in this work of coördination which has merely meant regular meetings, usually scheduled one afternoon each week, and some regular and systematic planning which has included a study of the various requirements of the three organizations.

For the past three years, one of the biggest accomplishments is to be noted in the purchase of coal for all three organizations. Here the specifications were standardized so that each unit requested quotations on the same quality of coal, but indicated, of course, the different delivery details which would obviously apply.

In addition to using the same specifications, each organization arranged that bids for one year's requirements should be received in the respective offices on the same day and at the same hour. This arrangement prevented bidders from later putting in lower prices, as would be the case if they had first quoted on the city's requirements, then on those of the county, and then on the requirements of the schools. A tremendous saving was the result, and was due, at least in part, to the fact that to secure a contract under the new arrangement it was necessary for the bidders to submit very attractive prices. The arrangement resulted in reducing the coal bill of the three organizations by \$10,000 below that of the previous year. Taking into consideration the natural market decline, a net saving of approximately \$65,000 was achieved.

As a part of the routine involved in the work of coördination, each purchasing office has been making extra copies of its inquiries for prices. These copies have been circulated in the different organizations and where it is found that the requirements are common to all concerned, those items are discussed in the weekly coördination meeting. Plans are then devised either to take bids separately, using the same specifications, or to take bids in one office which, in addition to its own, would list the requirements of the other organizations.

As an illustration of the nature of these studies, there are listed below some of the requirements which were grouped preparatory to a joint purchasing program. The quantities as listed, it was estimated, would be desired over a six month's period:

Soap Powders	
Board of Education.....	12,000 lbs.
County .....	6,200 lbs.
City .....	12,000 lbs.
	30,200 lbs.

(Concluded on Page 65)



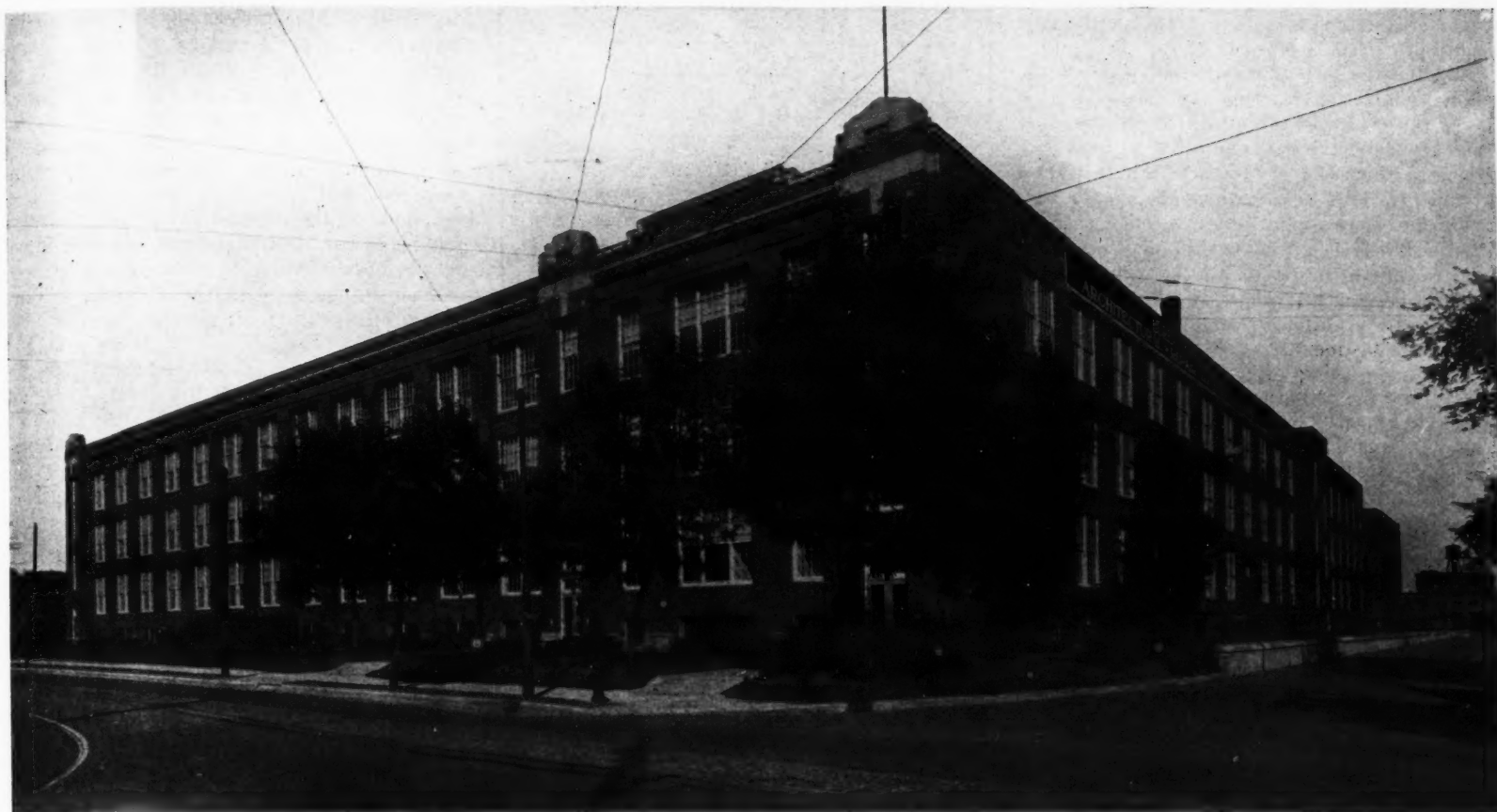


PLATE I  
THE PLANT ADMINISTRATION BUILDING OF THE MINNEAPOLIS BOARD OF EDUCATION HOUSES THE ARCHITECTURAL DEPARTMENT OF THE SCHOOLS, THE REPAIR AND MAINTENANCE DEPARTMENT, AND THE SCHOOL SUPPLIES DEPARTMENT. THE BUILDING IS A MARVEL OF EFFICIENCY AND ECONOMY.

## The Business Administration of the Minneapolis Public Schools

George F. Womrath, Assistant Superintendent of Schools, in Charge of Business Affairs, Minneapolis, Minnesota

The Minneapolis public schools are organized and administered under the unit-system type of administrative control. That is, the administration is unified in one chief-executive officer, the

superintendent of schools, who is the directing and coordinating head of the organization.

The Minneapolis board of education recognizes every public-school administrative prob-

lem as educational, including all activities that may be considered primarily as business and financial. All business administrative problems, from the purchase of school sites and the preparation of architectural plans and specifications for new school buildings to and including their equipment, occupancy, operation, and maintenance, come under the directing influence of the superintendent of schools.

### Functions Clearly Defined

Chart 1 shows the main administrative organization of the business department of the Minneapolis public schools. It clearly visualizes the functional activities of the entire depart-

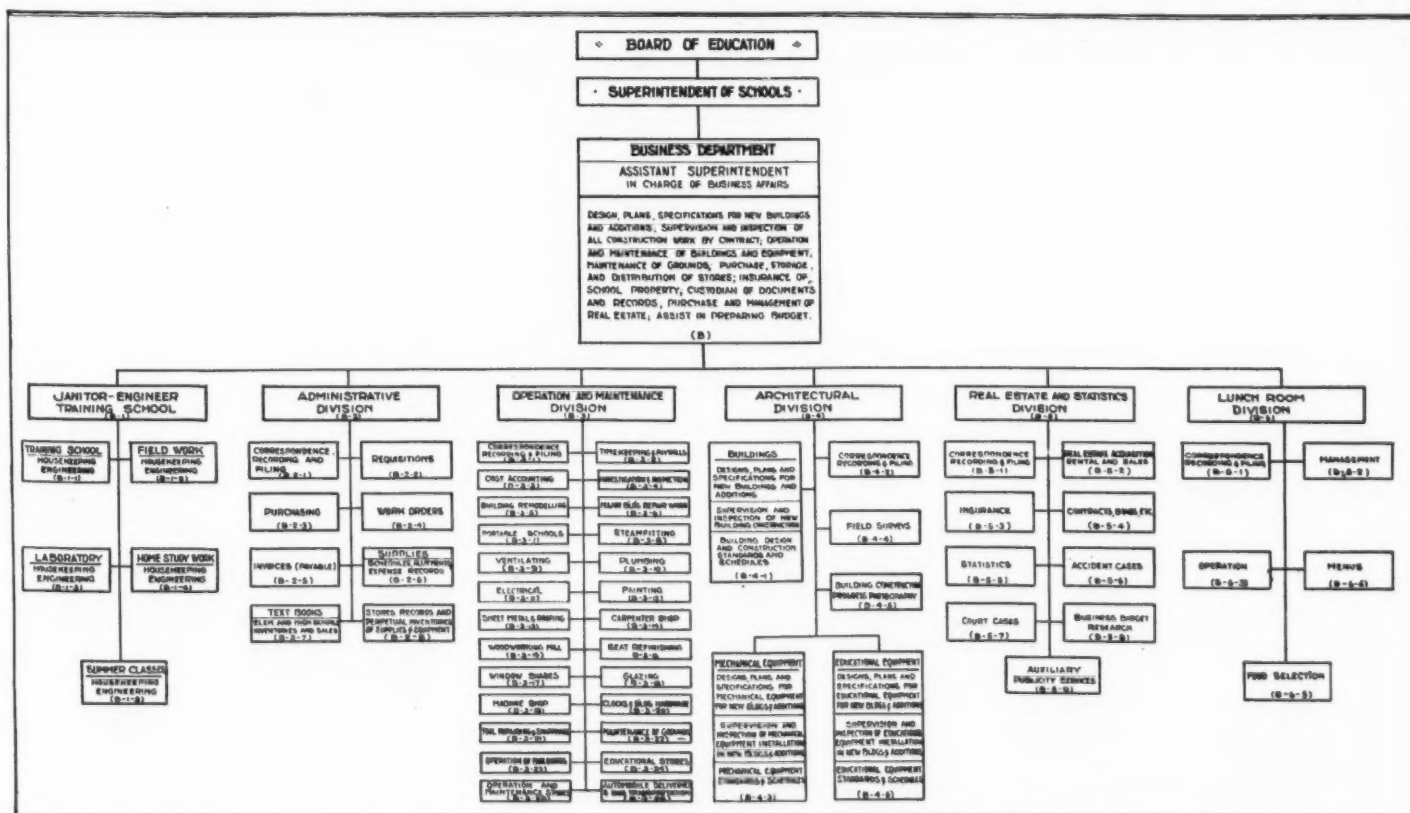


CHART I  
THE MAIN LINES OF AUTHORITY AND RESPONSIBILITY OF THE MINNEAPOLIS SCHOOLS BUSINESS DEPARTMENT.

ment and establishes definite lines for the flow of authority.

A detailed chart of each subdivision of the main organization informs every employee as to his duties, his relationship toward all other coworkers, and the immediate line of authority through which he is to act. These charts graphically delegate responsibility, avoid confusion and overlapping of duties, and provide for coordination of effort by all employees. Chart 2 shows the details of the duties of the purchase requisition clerk in the purchasing section of the administrative division of the business department.

This budgetizing of activities, if the word *budgetizing* may be used to denote the allocating of functions, is indispensable to any school system, large or small. In fact, there must be as great care given to the set-up of the work and duties to be performed as is given to the segregating of the funds themselves if there is to be a proper control of the expenditure of the funds. If there is no organization chart, a "woeful lack of definiteness" invariably exists, revealing "a failure to recognize the necessity of having an aim or purpose in mind."<sup>1</sup>

### Printed Rules in Use

Printed rules and regulations have been prepared for the further instruction of all employees. These rules and regulations are as important to the successful administration of the business department as are the organization charts.

Experience has definitely proved that the rules and regulations must be in printed form to be effective. Verbal instructions were too frequently misinterpreted or forgotten. The printed rules avoid misunderstandings, give less occasion for excuses, reduce the opportunity for side-stepping responsibility, and facilitate the training of new employees. No employee is left to guess what his duties and responsibilities are. Great importance is attached to keeping the organization charts and the rules and regulations revised and up-to-date.

The main organization chart, the individual charts, and the printed rules and regulations enable every employee to familiarize himself not only with his own duties and responsibilities but with those of every other employee, and to become acquainted with "the flow of authority to and direction of work in the remotest parts of the school organization" and "avoid making changes in the organization that might cause

<sup>1</sup>Reeder, Ward G., *The Business Administration of a School System*, Chap. I.

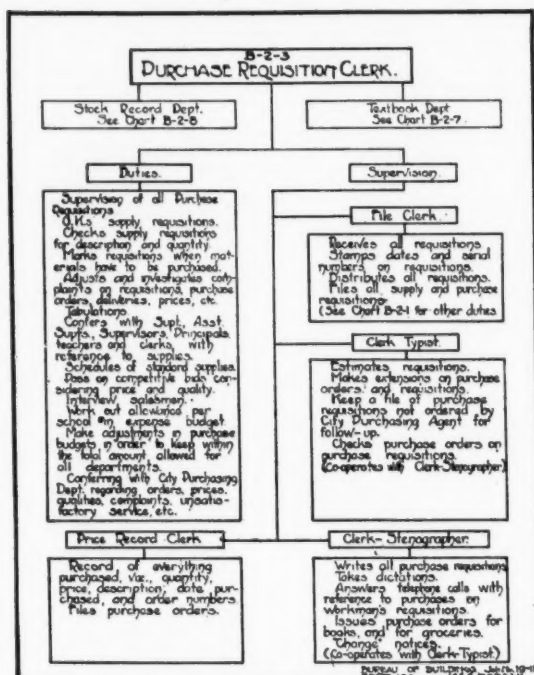


CHART II  
A JOB ANALYSIS CHART OF A MINOR DIVISION OF THE BUSINESS DEPARTMENT OF THE MINNEAPOLIS SCHOOLS.

This type of job analysis has been prepared to show in detail the duties and responsibilities of employees in the business department of the schools.

conflict if there were no graphic guiding chart and rules."<sup>2</sup>

### Effective Architectural Service

The establishment of an architectural-engineering division as part of the business department has developed a highly trained, competent organization of architects, draftsmen, engineers, and construction superintendents and inspectors especially qualified in schoolhouse planning, and intimately acquainted with the special requirements of the Minneapolis board of education. Through close contact with the superintendent and his staff of assistants, supervisors, principals, and teachers, a series of highly standardized plans and specifications for school buildings, mechanical equipment, and educational equipment have been developed.

Studies made by the architectural division, under the educational guidance of the superintendent of schools, have resulted in a standard design for each type of school building, elemen-

<sup>2</sup>Heer, Amos Leonard, "The Present Status of Business Executives in the Public Schools of the United States." Published by Kent State Normal College, Kent, Ohio.

tary, junior high, and senior high, which has enabled the school board to repeatedly duplicate these buildings with great economy in the cost of architectural service and building construction, and without sacrificing any of the best educational and architectural standards.

The standardization of design, construction, equipment, and maintenance procedures has not been done at the expense of making them unyielding to the normal changes inherent in the progress of educational and mechanical sciences, nor of insuring complete freedom from red tape in the surmounting of new and special situations.

An important activity of the business department in connection with the erection of new school buildings is the making of historical photographic records of the progress of and conditions attending building construction and the installation of mechanical and educational equipment. These photographic records have almost entirely eliminated controversies, disputes, and legal entanglements between the school board and the various contractors.

### Research for Improved Service

The business administration of a public-school system extends beyond the merely routine functions associated with the daily operation of the system. Explorations in research work should be undertaken to discover new and better ways to conduct the business activities. Research studies by the men in the mechanical engineering sections of the architectural and operating divisions of the Minneapolis school system have greatly simplified the type of mechanical equipment used and have reduced to a considerable extent the amount of such equipment while at the same time increasing the efficiency of operation of the mechanical plant.

Among the simplified items of equipment adopted by the board of education as standard equipment for all types of schools and as a result of the research work by the business department are: low-pressure heating plants, using boilers equipped with down draft, hand-fired furnaces; the installation of the unit system of room ventilation wherever possible; remote engineer-controlled lighting systems; the replacement of hand towels with mechanical hot-air hand-drying equipment; and automatic remote control of clocks and bells. These types of equipment save large sums of money in original cost of installation; reduce the skill required to operate the equipment; and release labor from the heating and ventilating plants for janitorial service in the school buildings.



PLATE II  
THE MINNEHAHA ELEMENTARY SCHOOL, MINNEAPOLIS.

This building is typical of the newer elementary-school plant. The photograph illustrates very well the economical type of planting which is employed to beautify all school buildings, making them real beauty spots in the poorer as well as the better residential districts of the city.



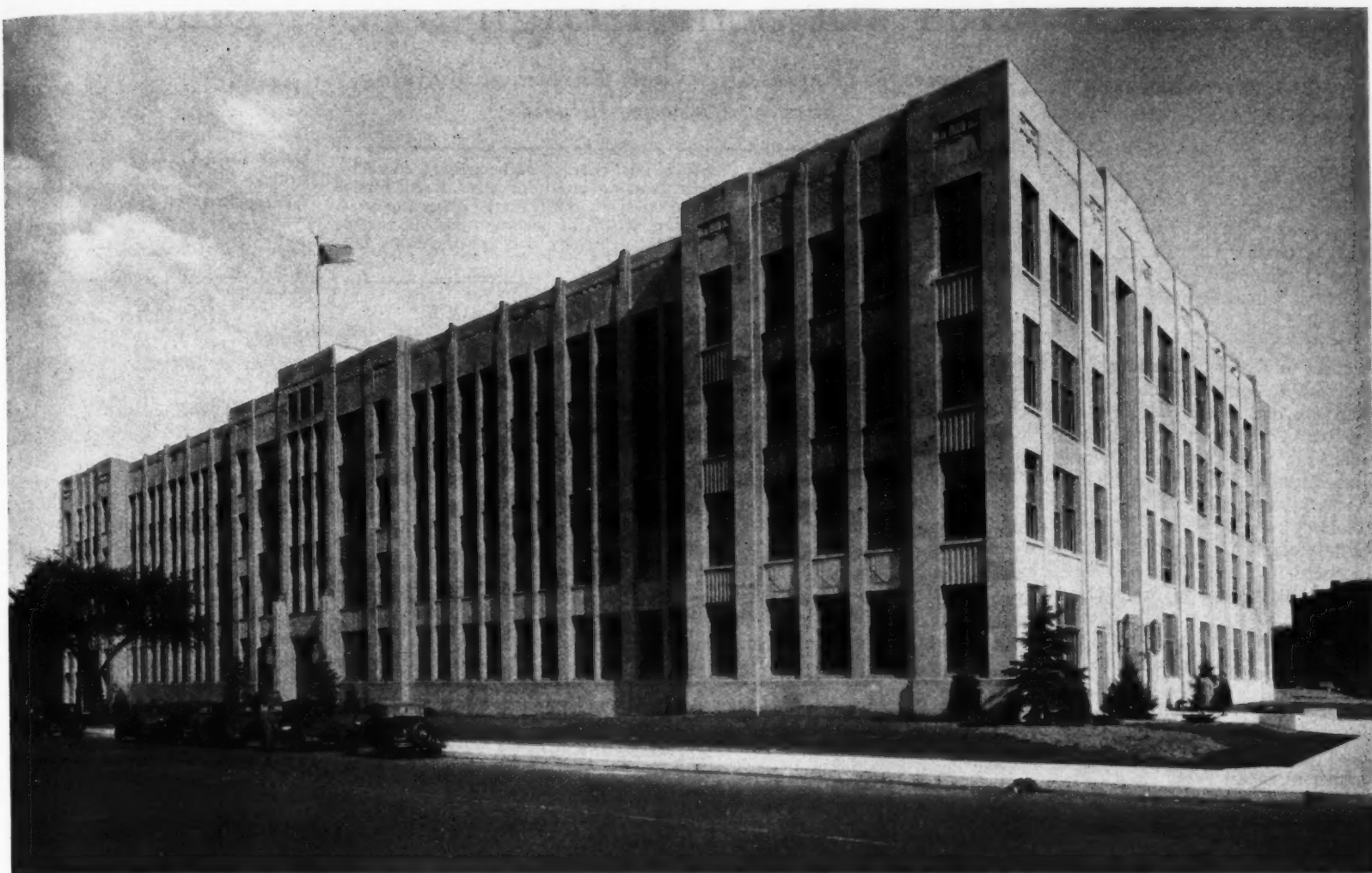


PLATE III  
THE MARY E. MILLER GIRLS' VOCATIONAL SCHOOL, MINNEAPOLIS  
The newest school building in the city of Minneapolis houses a complete vocational and continuation school for girls.

### Best Equipment Sought

Uniformity and simplification of educational equipment has resulted from an extended study of educational and instructional procedures by the business administration, and from close co-operation with principals and teachers to provide the most satisfactory type of educational equipment to meet actual classroom requirements. Diligent search has been made to find the least-expensive equipment that can be obtained to accomplish the desired educational objectives. If acceptable equipment cannot be found on the market, the board proceeds to design and build such equipment.

Floor plans for every type of room in each type of school building are an indispensable adjunct of the business department. These plans are assembled in handy reference-book form and show the standard equipment for each room and the location of each piece of equipment in each room. Each piece of equipment is illustrated and is accompanied with a standard specification.

### Janitorial-Engineering Service

Janitor-engineer training has raised janitorial-engineering service to the dignity of a profession, and has reduced the cost of oper-

ation, upkeep, repairs, and maintenance of school property to an unbelievable extent. Minor repairs are not allowed to develop into costly major items, but are given immediate attention by competent janitor-engineers specially trained to perform these jobs in a uniform manner and according to the best engineering practice.

Plate 1 shows the Minneapolis public-schools-plant administration building, in which are housed the storage of supplies and equipment, and all of the mechanical sections of the business department. The various tradesmen working out from the plant administration building comprise a selected group of skilled artisans. The skill and experience of these craftsmen, combined with the daily attention given the physical equipment in the school buildings by intelligent, uniformly trained janitors and engineers, has resulted in maintaining the physical property of the school system in excellent condition at a very small cost. "That system is best administered which maintains the physical plant in best condition and permits the largest part of the school revenue to be used for strictly instructional work."<sup>3</sup>

<sup>3</sup>Peel, Arthur J., "Simplified School Accounting."

rium, and the bureau of cafeterias. The bureau of schools is headed by the superintendent of schools, S. O. Hartwell, who has made a splendid record at this post for the past fifteen years.

At the present time, there are in Saint Paul, the following schools:

- 63 Elementary schools
- 2 Special schools
- 7 Junior high schools
- 6 Senior high schools
- 1 Vocational school
- 2 Correctional institutions

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The enrollment with the teaching personnel is as follows:

Schools	Enrollment	Teaching Personnel
Elementary schools....	26,281	780
Special schools.....	564	48
Junior high schools....	5,512	198
Senior high schools....	8,483	326
Vocational schools....	382	24
Correctional institutions	37	3
	41,259	1,379

The principal administrative heads are two assistant superintendents, a director of high schools, a director of educational research, a director of attendance, and a director of hygiene. Due to the fact that Saint Paul has an area of 55 square miles and a population of 270,000, it follows that Saint Paul has a large number of school units, many of them with a comparatively small enrollment.

The present development in organization and expansion is a direct result of the survey made in 1915 by Dr. George D. Strayer, Dr. Lotus D. Coffman, and Dr. C. A. Prosser. Since the date of this survey, almost \$10,000,000 have been spent in new school buildings and the internal organization has been considerably altered. Probably the most wonderful physical advance has been made in the type and the nature of school buildings erected. The junior high school has been intro-

(Concluded on Page 66)

## Organization and Administration of the Saint Paul Schools

James W. Smith, Acting Director of High Schools

Saint Paul is unique among the large cities of the United States in not having a board of education. The administrative and elective head of the Saint Paul schools is the Commissioner of Education. The Commissioners of Saint Paul are elected biennially and assigned by the mayor to their respective departments. The

Commissioner, in turn, appoints the active executive heads—the superintendent of schools, the deputy commissioner, the city librarian, the superintendent of the municipal auditorium, etc. The department of education, as such, consists of four separate bureaus—the bureau of schools, bureau of library, bureau of audito-

# A CHECK LIST for Senior-High-School Buildings

## CHEMISTRY LABORATORY

Number	.....
Number of Pupils	.....
Location	.....
Size	.....
Ceiling Height	.....
Glass Area	.....
Kind of Glass	.....
Type of Windows	.....
Height of Sill above Floor	.....
Kind of Floor	.....
Kind of Walls	.....
Number of Doors to Corridor	.....
Recessed in Corridor Wall	.....
Transoms over Doors	.....
Number of Tables	.....
Number of Seats	.....
Demonstration Tables	.....
Teachers' Cases	.....
Recessed	.....
Special Cases	.....
Recessed	.....
Slide-up Blackboard in Front of	.....
Special Cases	.....
Fume Hoods	.....
Recessed	.....
Key Cabinets	.....
Sinks	.....
Writing Boards	.....
Color	.....Material
Number of Lineal Feet	.....
Corkboard	.....
Type of Artificial Lighting	.....
Telephone	.....
Plug Receptacle for Lantern	.....
Radio Outlet	.....
Clock	.....
Workroom	.....
Soapstone Counter	.....
Sink	.....
Balance Case	.....
Storage Cases	.....
Storeroom	.....
Vault	.....
<b>LECTURE ROOM</b>	
Number of Seats	.....
Type	.....
Demonstration Table	.....
Cases	.....
Writing Board	.....
Fume Hood	.....
Plug Receptacle for Lantern	.....
<b>PHYSICS LABORATORY</b>	
Number	.....
Number of Pupils	.....
Location	.....
Size	.....
Ceiling Height	.....
Glass Area	.....
Kind of Glass	.....
Type of Windows	.....
Height of Sill above Floor	.....
Kind of Floor	.....
Kind of Walls	.....
Number of Doors to Corridor	.....
Recessed in Corridor Wall	.....
Transoms over Doors	.....
Number of Tables	.....
Number of Seats	.....
Demonstration Table	.....
Pulley Beam over Table	.....
Teachers' Case	.....
Recessed	.....
Special Cases	.....
Slide-up Blackboard in Front of	.....
Special Cases	.....
Notebook Case	.....
Soapstone Counter	.....
Sink	.....
Panel Board	.....
Writing Board	.....

*Thomas J. Higgins, Assistant, Bureau of Building Survey, Chicago, Illinois*

The present Check List for Senior High Schools has been used successfully in Chicago and is a most useful starting point for any careful study of a school building. The schedule should be used: First, when the preliminary studies are being made; second, when the architect has submitted the first drawings; third, when the final drawings and specifications are about to be accepted.—Editor.

Color	.....Material
Number of Lineal Feet	.....
Corkboard	.....
Type of Artificial Lighting	.....
Telephone	.....
Plug Receptacle for Lantern	.....
Radio Outlet	.....
Clock	.....

## WORKROOM

Wood Counter	.....
Motor Generator	.....
Storage Cases	.....
Storeroom	.....
Vault	.....
Sink	.....

## LECTURE ROOM

Number of Seats	.....
Type	.....
Demonstration Table	.....
Pulley Beam over Table	.....
Cases	.....
Writing Board	.....
Plug Receptacle for Lantern	.....

## BIOLOGY LABORATORY

*Botany—Zoology:*

Number	.....
Number of Pupils	.....
Location	.....
Size	.....
Ceiling Height	.....
Glass Area	.....
Kind of Glass	.....
Type of Windows	.....
Height of Sill above Floor	.....
Kind of Floor	.....
Kind of Walls	.....
Number of Doors to Corridor	.....
Recessed in Corridor Walls	.....
Transoms over Doors	.....
Number of Tables	.....
Number of Seats	.....
Demonstration Table	.....
Teachers' Case	.....
Recessed	.....
Special Case	.....
Recessed	.....
Slide-up Blackboard in Front of	.....
Special Cases	.....
Key Cabinet	.....
Soapstone Counter	.....
Aquariums	.....
Frog and Turtle Tanks	.....
Germinating Table	.....
Sinks	.....
Writing Boards	.....
Color	.....Material
Number of Lineal Feet	.....
Corkboard	.....
Type of Artificial Lighting	.....
Telephone	.....
Plug Receptacle for Lantern	.....
Radio Outlet	.....
Clock	.....

## WORKROOM

Vault	.....
Storeroom	.....
Storage Cases	.....
Chart Cases	.....
Sink	.....
Animal Cages	.....
Conservatory	.....

## LECTURE ROOM

Number of Seats	.....
Type	.....
Demonstration Table	.....
Cases	.....
Writing Board	.....
Plug Receptacle for Lantern	.....

## ARCHITECTURAL-DRAWING ROOM

Number	.....
Number of Pupils	.....
Orientation	.....
Size	.....
Ceiling Height	.....
Glass Area	.....
Kind of Glass	.....
Type of Windows	.....
Height of Sill above Floor	.....
Kind of Floor	.....
Kind of Walls	.....
Number of Doors to Corridors	.....
Recessed in Corridor Wall	.....
Size and Type of Glass in Doors	.....
Transoms over Doors	.....
Number of Desks	.....
Teachers' Cases	.....
Recessed	.....
Special Cases	.....
Recessed	.....
Drawing-board Storage	.....
Display Case	.....
Sink	.....
Instructors' Table	.....
Worktable	.....
Writing Board	.....
Color	.....Material
Number of Lineal Feet	.....
Corkboard	.....
Type of Artificial Lighting	.....
Telephone	.....
Plug Receptacle for Lantern	.....
Radio Outlet	.....
Clock	.....

## BLUE-PRINT ROOM

Blue-print Machine	.....
Washer	.....
Trimming Table	.....
Paper-storage Case	.....

## WEAVING ROOM

Number	.....
Number of Pupils	.....
Location	.....
Size	.....
Ceiling Height	.....
Glass Area	.....
Kind of Glass	.....
Type of Windows	.....
Kind of Floor	.....
Kind of Walls	.....
Number of Doors to Corridor	.....
Recessed in Corridor Wall	.....
Transoms over Doors	.....
Teachers' Cases	.....
Recessed	.....
Teachers' Wardrobe	.....
Recessed	.....
Special Cases	.....
Recessed	.....
Display Case	.....
Spool Cases	.....
Spool Racks	.....
Looms	.....

Dye Kettles	.....
Reel	.....
Laundry Trays	.....
Sinks	.....
Ironing Boards	.....
Writing Boards	.....
Corkboard	.....
Type of Artificial Lighting	.....
Plug Receptacles	.....
Clock	.....

## POTTERY SHOP

Number	.....
Number of Pupils	.....
Size	.....
Ceiling Height	.....
Glass Area	.....
Type of Windows	.....
Kind of Floor	.....
Kind of Walls	.....
Number of Doors to Corridor	.....
Recessed in Corridor Wall	.....
Transoms over Doors	.....
Teachers' Case	.....
Recessed	.....
Teachers' Wardrobe	.....
Recessed	.....
Zinc-lined Cases	.....
Zinc-lined Bins	.....
Key Cabinets	.....
Number of Tables	.....
Number of Potters' Wheels	.....
Sink	.....
Writing Board	.....
Corkboard	.....
Type of Artificial Lighting	.....
Plug Receptacles	.....
Clock	.....

## KILN ROOM

Kiln	.....
Fuel	.....
Soapstone Counter	.....
Metal Shelving	.....

## AUTO SHOP

Number	.....
Number of Pupils	.....
Location	.....
Size	.....
Ceiling Height	.....
Glass Area	.....
Kind of Glass	.....
Type of Windows	.....
Kind of Floor	.....
Kind of Walls	.....
Number of Doors to Corridor	.....
Recessed in Corridor Wall	.....
Size and Type of Glass in Doors	.....
Transoms over Doors	.....
Doors to Exterior	.....
Teachers' Case	.....
Recessed	.....
Teachers' Desk Unit	.....
Recessed	.....
Key Cabinet	.....
Bench Units	.....
Drawers Below	.....
Axle Stands	.....
Engine Stands	.....
Connections for Exhaust	.....
Lathe	.....
Grinder	.....
Drill Press	.....
Arbor Press	.....
Fire Trough	.....
Sink	.....
Writing Boards	.....
Corkboard	.....
Type of Artificial Lighting	.....
Telephone	.....
Plug Receptacles	.....
Gas Outlets	.....
Clock	.....

(Concluded in March)



# School-Board Heads

## Who are Making History in American Education

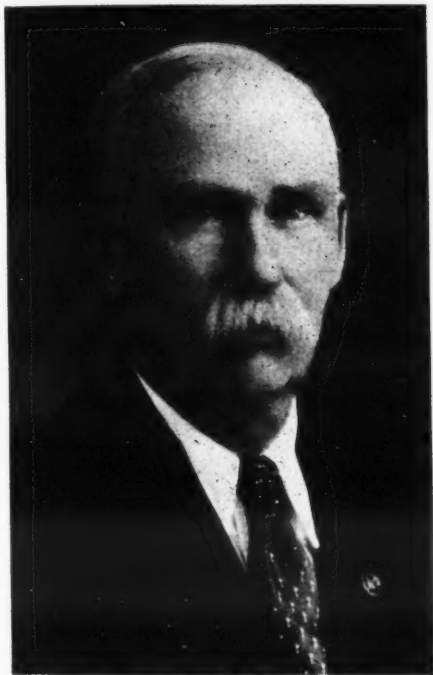
### S. A. HARRIS

President of the Board of Education,  
Joplin, Missouri

Mr. S. A. Harris is serving his seventh year and third term as a member of the board of education of the Joplin city schools.

He has been very active in carrying out the school-building program outlined by a member of the School of Education, University of Missouri. He was chairman of the business committee (building) for four years, secretary one year, and is serving a second term as president, during the reconstruction of the housing conditions of the Joplin school system. There are nine new buildings, and eight have been modernized and enlarged at an expense of nearly \$1,700,000.

Mr. Harris has given much time and thought to the end that the very best educational op-



S. A. HARRIS,  
President, Board of Education,  
Joplin, Missouri.

portunities be furnished the children of Joplin. His special fitness for this service and his sincere devotion to the best interests of the schools is recognized by teachers and patrons.

He has been a resident of the city of Joplin more than 25 years, and has occupied an enviable position in the civic life of his community. He is a successful lead and zinc mine operator, and has been secretary of the real-estate board of Joplin for the past eight years. He has been employed by the Mercantile-Commerce Bank and Trust Company for nearly 15 years.

Born in Kentucky, May 27, 1860, he received his education in the schools of Putnam county, Greencastle, Ind., high school, and De Pauw University; was elected county school superintendent of Putnam county and later was elected president of the Indiana County Superintendents' Association.

An address before a joint meeting of the educational committees of the Senate and House of Representatives in Indiana, explaining a bill for a minimum-wage law for teachers, secured the passage of such a bill, the first of its kind in the United States.

As county superintendent he induced more pupils to complete the course of study and secured more interest among the patrons by hold-

The contribution made by leaders in the field of school administration was never more intense and at the same time more gratifying than it is at the present time. Those who head the board of education, though, are usually identified in an intimate way with the economic, civic, and social activities of their respective communities.

Thus, they are also exposed to the influences which at times batter their opposition to the cause of popular education in the guise of economy and retrenchments which are retrogressive in spirit and harmful in fact. The country must, in the stress and storm of a disturbed condition, look to these leaders for that calm steadfastness and guidance so essential to the school administrative service.

The biographical sketches here presented were in every instance prepared by writers who were in close contact with their subjects. They have lifted into view the true merits of the persons here discussed and thus provide a series of character studies well worthy the attention of the American school public.

ing graduating exercises in every part of the county.

### C. H. CLARK

President of the Board of Education,  
Wichita Falls, Texas

First elected to the Wichita Falls board of education in 1923, Mr. C. H. Clark has served continuously. He was elected vice-president of the board in April, 1925, and president of the board in April, 1929.

During these years he has taken a very active part in the work of the schools. Just before his election, the board had issued \$850,000 in bonds for the erection of the senior high school and junior college. His first official act as a member of the board was to serve on the committee to arrange for the laying of the corner stone of the junior college on April 24, 1923. On other occasions, he has used his active support of constructive measures for the improvement of the schools. In 1925 there was an issuance of \$500,000 in bonds for the construction of elementary schools. In 1927 there was another issue of \$250,000 and in 1930 another issue of \$100,000. In all these campaigns, he rendered an important and positive service to the cause of education in his community.



MR. C. H. CLARK,  
President, Board of Education,  
Wichita Falls, Texas.

Mr. Clark was born on March 1, 1869, near Nashville, Tennessee. Moving to Texas while still a young man, for more than forty years he lived in Wichita Falls where he has been very active as a ranchman on a large scale, as a farmer, and as an oilman. He is a member of the board of directors of one of the largest banks, of the Chamber of Commerce, and of other civic organizations. During his residence, he has seen the school system grow from a few hundred to more than ten thousand pupils.

His attitude toward education has always been progressive. He has been one of the leaders of the community in expanding the school system from its simple beginnings to include elementary schools, junior high schools, senior high school, and junior college. Recently, he has been of great assistance to the schools in weathering these difficult times.

### DR. W. W. KELLY

President, Board of Education,  
Green Bay, Wisconsin

Dr. W. W. Kelly, president of the board of education of Green Bay, Wis., was born in Jamaica, British West Indies. Dr. Kelly was educated in England and in Europe. He entered



DR. W. W. KELLY,  
President, Board of Education,  
Green Bay, Wisconsin.

the British Civil Service in the treasury department as a young man. After serving in this capacity for several years he resigned and went to Canada where he took his medical course receiving the degrees of doctor of medicine and master of surgery in 1903 from Bishop College and McGill University in Montreal. After an internship at the Western General Hospital in Montreal, Dr. Kelly came to Green Bay and began the practice of his profession. During his thirty years' residence he has built up a very large practice. In 1915 he was elected a Fellow of the American College of Surgeons.

Always noted for his interest in community affairs, he was appointed to the board of education in 1929 and was immediately elected its president. During his incumbency the Green Bay school system has made notable progress and Dr. Kelly's activity in school matters has extended throughout the state. In recognition of his interest and leadership in educational

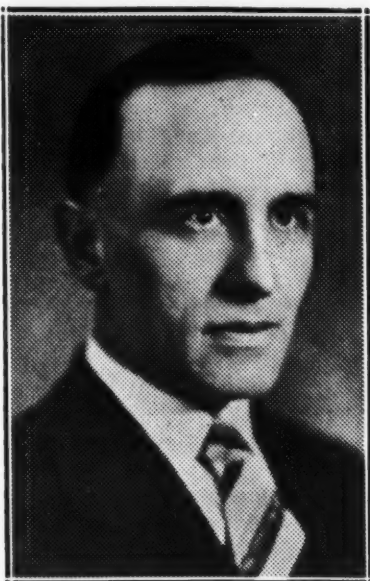
matters, he was elected a member of the board of directors of the Wisconsin School Boards' Association. He is also a member of the Board of Visitors of the University of Wisconsin. Dr. Kelly is married and has one daughter.

Among the many civic undertakings with which he has been associated is the Green Bay Packer Football Corporation, a purely community project.

#### **DANIEL B. WOOLCOCK**

**President, Board of School Directors,  
New Castle, Pennsylvania**

Mr. Daniel B. Woolcock has been a member of the New Castle board since December, 1928, and president since December, 1929.



MR. DANIEL B. WOOLCOCK,  
President, Board of Education,  
New Castle, Pennsylvania.

His wide business and professional experience is an invaluable asset to the school district during this critical period in educational administration.

Mr. Woolcock is a native of central Pennsylvania. He was educated in the public schools of this commonwealth and was graduated from Lafayette College in 1907 with the degree of civil engineer. After several years of successful experience as an engineer in various cities, he became chief civil engineer for the New Castle works of the Carnegie Steel Company. He has served in that capacity since 1910.

Mr. Woolcock discharges the duties of his office as president of the school board with great skill and with a singleness of purpose in the interest of the children of the community. He is impartial in his decisions and steadfastly refuses to recognize political intrigue. He is the type of man who should occupy this responsible position. He is intelligent, courageous, and comprehends the significance of public education. He maintains his poise under all circumstances.

#### **MR. LUDWIG LAURIER**

**President, Board of Education,  
Park Ridge, New Jersey**

Mr. Laurier was first elected to the board of education in Park Ridge in the spring of 1927. His keen, analytic mind soon caused him to work for building better methods and better management into the schools. His is always the same, reasonable policy developed from wholesome, modern methods for the greatest good of all the children in the schools. He believes a school system should contain every worthy educational advantage, so no one will be deprived of a rightful educational opportunity. His enthusiasm was of the contagious variety and soon he had the other members of the board of education pulling with him to the same end and purpose. He was reelected to the board in 1930

and to the presidency of the board, to which position he has been reelected for the fourth time.

He has been supported in his advocacy of applying strict business principles and policies in the schoolwork which he advocated, almost single-handed at first, when elected to the board in 1927. These policies have since been vindicated and popularized from those small beginnings until in the last board election they were upheld by a 2-to-1 vote for those who stood with him. As a result of these policies no curtailment has been necessary in the educational program, and at the same time increased efficiency has been evidenced in the educational progress of the schools.

Under his guidance as president of the board a new athletic field has been built for the school at a time when employment to workingmen has been a blessing to the town and at a time when a splendid piece of work could be done at a minimum of cost.

Being a business man, he promotes the substantial business principle that it is the duty of the board to legislate, and for the chief exec-



MR. LUDWIG LAURIER,  
President, Board of Education,  
Park Ridge, New Jersey.

utive to carry out the plans and policies of the school department as in any business corporation.

#### **WILLIAM B. MILLER**

**President, Board of Education,  
Johnson City, Tennessee**

William B. Miller, president of the board of education of Johnson City, Tennessee, was born September 8, 1880. His parents, William P. and Susan F. (Hunter) Miller, were members of well-known pioneer families of east Tennessee and southwest Virginia. Mr. Miller was educated in the schools of his home city and entered business at an early age. For a number of years he has been vice-president of the Hamilton National Bank of Johnson City, the largest banking institution in the Appalachian section. He is active in several lines of church and lodge work. He is also a member of the Chamber of Commerce and of the Washington County Court.

Mr. Miller is thoroughly interested in the public schools of the city and has rendered valuable service as a member of the board of education and later as its president. He gives generously of his time and thought to the work of the schools. During his administration as president of the board of education, an extensive building program was inaugurated and completed. The splendid buildings and modern



MR. WILLIAM B. MILLER,  
President, Board of Education,  
Johnson City, Tennessee.

equipment now in use are evidences of his deep interest in the educational welfare of the community.

#### **SAMUEL H. WATKINS**

**President, Board of Education,  
Fordson School District,  
Dearborn, Michigan**

Samuel H. Watkins has served continuously upon the board of education of Fordson School District, Dearborn, Michigan, since 1925, when



MR. SAMUEL H. WATKINS,  
President, Board of Education,  
Dearborn, Michigan.

he was elected a member and president of that body. In point of service he is the oldest, and is the only remaining member of the board which served when the district was known as the city of Springwells. He is now serving his eighth year as a member and his second term as president of the board of education.

During this period the city of Dearborn acquired the distinction of being the most rapidly growing urban area of its class in the United States. The school membership has grown from 2,740 in 1925, to over 9,000; the teaching staff from 109 to over 370; and the school plant from four moderate-sized grade schools to a system of eleven schools including one of the finest and most completely equipped metropolitan

(Concluded on Page 66)



# The State-Unit Type of Public-School Organization

J. M. Hudnall,  
Marshallton, Delaware

Delaware stands alone, among the 48 states, in having the nearest approach to a centralized state school system in which administrative control and financing of public education is the primary and direct responsibility of the state. This administrative organization is concrete evidence that Delaware is the only state, so far, that has accepted literally the philosophy that the state, under our system of government, is the beneficiary of its trained citizenship and that its progress is measured by the quality of the training secured from the public schools, and therefore the state should assume full responsibility for the education of its citizens.

That this interesting experiment in educational administrative set-up has been phenomenally successful during the decade of its operation is evidenced by the fact that Delaware has risen during this period from the thirty-third rank among the 48 states in 1920 to the twelfth rank in 1930 according to the Ayres Index, which is used to measure the efficiency of state school systems. This same index in 1930 ranked the Delaware school system second among the eleven states with between one half and two thirds of the population urban. While in almost every other section of the United States the depression has rapidly depleted the income of school funds and forced unwise economies in educational activities, Delaware has neither curtailed its educational program nor reduced salaries. In fact with the exception of the city of Wilmington the regular salary increment as stipulated in the state salary schedule has been paid every year including 1932-33. The present surplus in the state school fund is so much above the immediate needs for the operation of the public schools that there is an aggressive movement among a certain element in the state to divert in the future some of the state revenue now going into the school fund into the general fund. Dr. H. V. Hollaway, state superintendent of public instruction, advocates building up a substantial permanent school fund out of any surplus above the needs for the operation of the school system and the state school-building program. This plan, if carried out, would go a long way toward insuring the continuation of a liberal educational program should there be a material reduction in the receipts of the school fund in later years.

## A Theory not Practiced

For several decades our outstanding educational leaders have emphasized the vital importance of the state assuming the major part of the burden of financing public education in order to equalize both the costs of public education and school opportunities. The gross injustice of the district system and of other small local units of school financing have been reiterated until the lack of wisdom in the practice has been generally recognized by educators and administrators in theory but little change in practice has resulted. Most of our states have persistently refused to translate into practice the theory that the state is directly responsible for training adequately all of its citizens rather than only those who live in high-assessment school districts. The appalling inequalities in educational opportunities and in teachers' salary schedules are endured with more or less indifference even in rich states. The situation, in this respect, is far worse in the south and in the west, than in the eastern states where a large part of the wealth of the nation is concentrated.

When prominent national leaders outside of the profession, such as Alfred E. Smith, take the position that the state should assume full responsibility for financing public education, it

obviously indicates that there is a decided trend away from the antiquated district and small-unit financing and administration of public schools.

## Delaware Beginnings

The present organization of the state-unit school system in Delaware had its beginning in 1921. A rather unsatisfactory form of county-unit organization brought about a public reaction to the prevailing system of that time.<sup>1</sup> A legislature, many of whose members were pledged to abolish a system which did not give the local authorities enough power, finally passed a new school law which established an almost completely centralized state system. It abolished the county boards of education and the office of county superintendent and put large powers into the hands of a newly created, four-member, bipartisan state board of education. This law was amended by the 1931 legislature so as to provide for a bipartisan state board of six members appointed by the governor, and local district boards composed of four members appointed by the county judge, with overlapping terms for both the state boards and the local boards. The law provides for the delegation by the state board to the local board of only nominal control of local school problems and that the local boards function as representatives of the state board of education. The funds for the support of the public schools were provided for by state taxes, as fixed by the 1921 act, and these funds were to be expended in accord with the provisions of a legislative budget.

The present administrative set-up in Delaware includes a six-member, bipartisan state board of education appointed by the governor for a term of three years with a provision for overlapping terms. The state board elects a state superintendent of public instruction who is the executive officer of the board. The board delegates the responsibility for the initiation and administration of all educational policies to the state superintendent whose administrative organization is largely on the line-and-staff basis. The superintendent's administrative and supervisory policies are carried out with the assistance of a staff composed of an assistant superintendent of secondary schools, an assistant superintendent of elementary schools, a business manager, a state director of research, a state director of adult education, a state director of vocational education, a state director of physical education, a state director of art, a state director of music, and a staff of special subject and elementary supervisors. All high and elementary principals are also staff supervisors as well as administrators, but principals are held directly responsible for the results of instruction in their buildings.

<sup>1</sup>John Shilling, assistant superintendent of secondary schools, Dover, Del., *Educational Administration and Supervision*, Vol. 9, Feb., 1923.

## Sources of Delaware Funds

The state, as the unit of taxation, guarantees every school district sufficient funds to operate the schools according to the state salary-schedule standards for a session of 160 days each year. The 180-day school year is the practice in the state; no 160-day schools are now in operation.

The following table shows the sources of school revenue and the percentage each item is of total receipts in the school fund:

TABLE I. Sources of Income of Delaware Schools (For Year 1929-30)

	Per Cent of Total Receipts
1. Income tax .....	50.2
2. Franchise tax .....	44.7
3. Corporation and capital invested tax .....	2.6
4. Old filing fees .....	.1
5. Interest, penalties, etc. ....	.6
6. Property tax (local in special districts) .....	.5
7. Income from permanent school fund .....	1.3

A glance at the above data will show that the main sources of school revenue in Delaware are the income tax and the franchise tax and that the small levy on the general property tax in a few special districts is negligible when compared to the total receipts of the school fund. This seems to indicate that the financing of our public schools, staggering as the load may seem, is not at all an impossible task, when the state accepts seriously its civic responsibility to finance the training of its citizenship.

The table below will give some idea of the distribution of these various sources of school revenue over a three-year period:

TABLE II. Receipts of School Fund

	1927-28	1928-29	1929-30
Income tax .....	\$1,551,359	\$2,188,919	\$2,853,056
Franchise tax ....	1,221,306	2,307,441	2,540,482
Corporation and capital inv. tax	298,578	331,807	140,415
School fund int....	53,632	59,632	72,162
Property tax .....	394,923	400,826	26,372

A rapid decline is shown in the receipts from personal-property tax in the year 1928-29. This tax, as stated above, is resorted to by the special districts in the event they desire to raise their schools above the state standard.

## Budget Distribution

The budget system was adopted by Delaware in 1919. At the very beginning of the operation of the system the list of items and the distribution of funds was the one used by the United States Office of Education in the reports which it requests biennially from the states and uses in compiling statistics of the schools of the whole country. When the reports were made anyone could see, not only where the money was spent, but whether the budget allotments were exceeded.

Table III, showing extracts from the budgets from 1917 to 1925, throws some light on results of the change to the state unit of taxation:

There is a striking upward movement in the amount of funds available for instructional service during these seven years, and the lump

TABLE III. Expenditures for Education in Delaware

	1917-18	1919-20	1921-22	1924-25
General control .....	\$ 25,371	\$ 104,512	\$ 98,103	\$ 130,515
Instruction .....	635,190	1,106,289	1,770,810	2,197,172
Operation .....	113,869	147,533	180,557	228,271
Maintenance .....	32,825	74,753	138,789	146,305
Auxiliary activities .....	337	73,820	75,538	120,875
Fixed charges .....	946	6,554	11,318	42,273
Capital outlay .....	50,347	128,172	154,506	42,630
Debt service .....	55,037	125,425	66,867	70,350
Totals .....	\$913,924	\$1,767,057	\$2,498,490	\$2,978,791



sum budget for 1924-25 represents a more than 300 per cent increase over 1917-18 during the period of county-unit taxation.

By 1929 there had accumulated a considerable surplus in the state school fund so the legislature passed an "Act to Provide for Improved School Buildings, School Grounds and School Equipment in the School Districts of the State," etc.

#### School-Construction Funds

The first appropriation for school buildings was for the sum of \$1,000,000 and an equal amount for the following year and subsequent appropriations have brought the total up to \$7,500,000 during the six-year period. The school-building-program act provides that there shall be a commission for each school-building project made up of four members of the state board of education and four members elected in the district in which the school is to be located. The act provides that the secretary of the state board of education (superintendent) shall be the secretary of all the commissions. During this six-year period about 40 buildings and additions were completed or well under way ranging in value from \$20,000 to more than \$360,000. The only part the local districts played in financing the buildings was a bond issue based upon 2 per cent of the 1919 assessment in the districts. In many cases the local contribution was less than 10 per cent of the entire cost of the building. The 1931 legislature

in addition to continuing the program also provided for redeeming outstanding bonds issued by the districts for their part of the contribution toward buildings. If the next legislature continues this policy, it will mean that the state will finance the school-building program without any assistance from the districts.

The method of distribution of school funds is radically different from that formerly used and is in accordance with the provisions set up in the appropriation act itself. The distribution is made on the following principle: namely, that the funds appropriated for the current expenses of the state schools are for two types of activities — first those that are state-wide, and second, those that pertain only to the individual unit. To the former class belong such activities as maintenance of the state board of education, the transportation of pupils, scholarships in elementary teacher training, expenses of teachers at summer schools, and adult education. To the other, the payments of costs of general control which are local, salaries of teachers, maintenance and upkeep of school property, operation of school plants, and the like. For the former class, definite amounts prescribed by law are taken from the general appropriation. For the latter class of expenditures, the balance of the appropriation is divided on the basis of the net enrollment in each of the 15 units in which the state is divided, consisting of the state-board unit, the city of Wilmington, and the 13 special districts.

board of education as well, has not left me unmindful of the educator's viewpoint. Neither do I believe I have allowed myself to be over-convinced by the arguments of taxpayers. However, standing solidly on the middle ground, I would like to point out a few conclusions which seem in accord with a discerning look at the future. If our schools are to continue to justify public support, prompt steps must be taken to more closely coordinate educational ideals with practical economics. Unless we are willing to face a complete removal of non-academic classes from our schools, we must call a halt on expansion along this line and make more effective those activities now in operation. Our education must be directed to materially better results as viewed by the man on the street — otherwise we must be prepared to face revolutionary tactics from the great mass of taxpayers. We need intensive introspection more than extensive or even normal expansion in the activities of our schools.

I do not fear for the future if national, state, and local conditions are taken into consideration in planning the progress of our schools. However, if unbridled theory is permitted to continue on the assumption that "the public must ultimately pay its taxes" there is grave doubt that it will be possible for the splendid work of the schools to hold during the next decade even to the present levels: I have no contention with principles, but I do hold that those expenditures not founded on the soundest of practical economics are destined to deal harm rather than good to the educational systems of the land during the years to come. Let us face the future determined to do better by the children of this land, but ever mindful that we must do exceedingly well those things which we are now attempting before essaying new measures, because mayhap we shall lose all of the ground already gained by endeavoring to push ahead without sufficient forethought.

## What of the FUTURE?

*W. Kelton Evans, Member of Board of Education, Madison, N. J.*

At the outset, may I say that I am not a pessimist and that I subscribe to a sensible interpretation of the thesis that "nothing is too good for our children." But let us think for a few minutes of the future in its relation to the education of the youth of our nation. Certainly none of us will countenance a backward step if it can be avoided — the forwardness of educational policies must obtain if we are to keep step with social development; but in facing the future, school administrators and boards of education have perhaps what will be one of the greatest of problems before them.

Are we to accede to popular demands for economy; are we to drop from our curricula everything but purely academic matter; are we to cease the construction of schoolhouses to care for an ever-growing number of boys and girls; what then are we to do? Certainly it would be senseless to disregard economic conditions despite the responsibility of educating our youth. Equipment must be provided in any case and there must be taken into consideration the varied aptitudes and abilities of the children in respect to those nonacademic courses which now play such an important part in the schools.

I am opposed in principle to dropping manual training, cooking, sewing, art, music, etc., from our curricula, but as a practical proposition it seems to me that we shall have to administer the schools in a most careful manner, else we shall be forced to do away with these things. "Holding our own" may not ordinarily be deemed progress, but it appeals to me that we shall be most fortunate if we are able to hold the breadth and quality of the instruction given in the schools of our nation at its present level during the next few years. If ever there has been a time when the practical thing to do is to consolidate the present position and to seek means of doing better those things which are now in process, now is that time. I can conceive of a board of education confronted with a rec-

ommendation to increase the scope of the curriculum and I will agree that the proposal is desirable, but what of the effect? Isn't this a time to discriminate between desirability and necessity, between ideals and practical economies? I can advance no educational arguments against the addition of studies to the curriculum, unless it be that educational theory has been permitted to lose sight of sound economics.

My personal experience of ten years in administrative work in the New Jersey schools, and six years in business and service on the

♦ Indianapolis, Ind. The members of the school board voted to continue their policy of refusing to meet budget cuts by omitting annual payments to the sinking fund, as required by law. The board voted to pay \$263,150 into the sinking fund, for the retirement of bonds and interest, which represents the final payment of 5 per cent of the total bonded debt of \$10,644,000. The board based its action on the fact that in omitting the payments the school system's credit would be impaired through failure to provide for meeting its legal contracts in the form of bonds and interest.



ART ROOM, FRANK DAVID BOYNTON JUNIOR HIGH SCHOOL, ITHACA, NEW YORK  
Arthur N. Gibb, Architect, Ithaca, New York.





FRANK DAVID BOYNTON JUNIOR HIGH SCHOOL, ITHACA, NEW YORK.  
Arthur N. Gibb, Architect, Ithaca, New York.

## Ithaca COMPLETES its School Building Program

By C. L. Kulp, Superintendent of Schools, Ithaca, New York

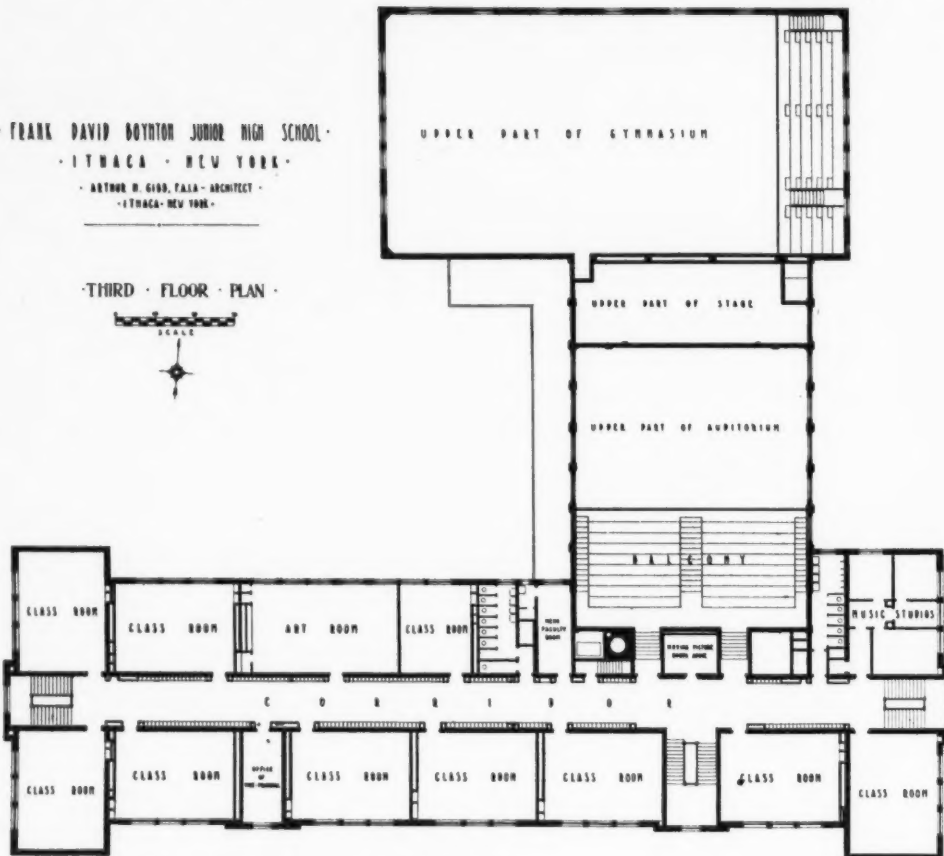
Dangerous though it may be to use the word *completes* in any caption referring to the physical plant of a school system, Ithacans feel quite secure in the matter of school-building needs for several years to come. The new Frank David Boynton Junior High School, named for the late superintendent of the Ithaca public schools, has been occupied for the first time by more than 700 boys and girls in grades seven, eight, and nine. Ultimately the enrollment is expected to reach 1,000 which is the maximum number the building will accommodate. Many of the seventh-grade pupils have been taken from elementary schools, and practically all ninth graders from the senior-high-school organization, which definitely relieves all of the other school buildings of the city. This fact, together with the declining birth rate and the almost 100 per cent enrollment of all eligible pupils of high-school age, makes any large increase in attendance extremely unlikely. Only an unusual increase in the general population of the city could bring sufficient pressure to necessitate the building of another school building.

The Boynton Junior High School was erected at a cost of more than one-half million dollars, including the site and equipment. The building was paid for out of income, a reserve fund for the purpose having been built during the years of prosperity. No bonds have been issued and no indebtedness of any kind exists upon this building. The wisdom of Superintendent Boynton and his board of education in adopting a pay-as-you-go policy in building this school, is further emphasized by the fact that in addition to paying for the build-



FRANK DAVID BOYNTON JUNIOR HIGH SCHOOL  
ITHACA - NEW YORK  
ARTHUR N. GIBB, F.A.S.A. - ARCHITECT  
ITHACA - NEW YORK

THIRD FLOOR PLAN



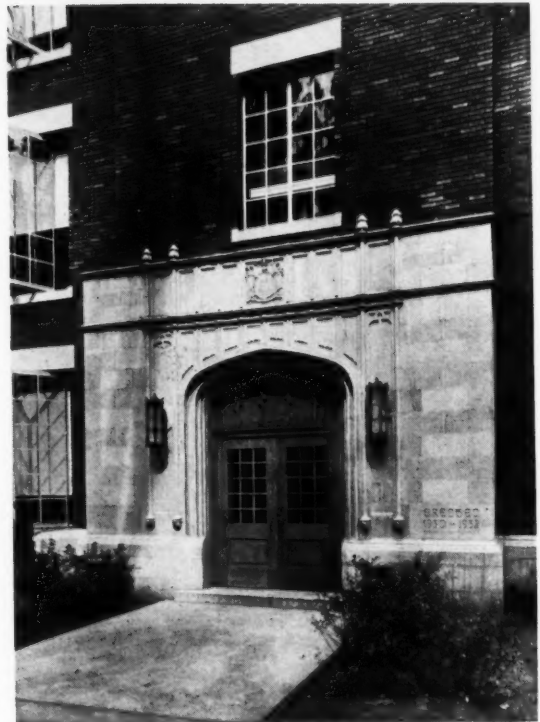
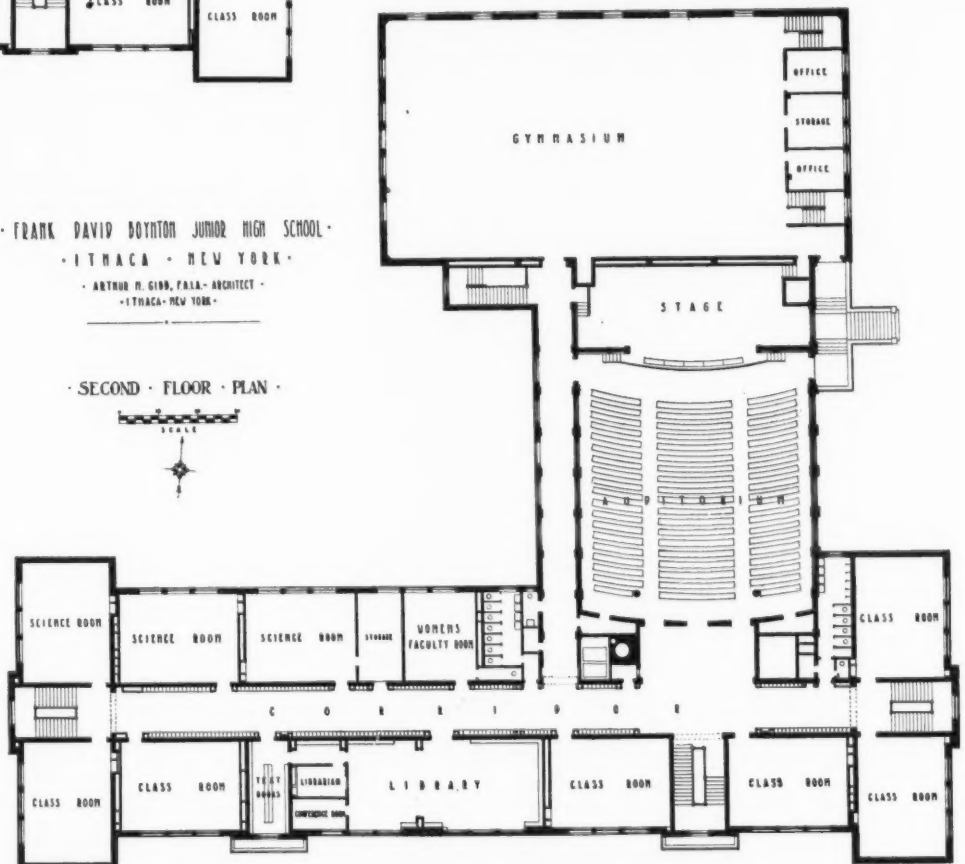
ing in full at the time of its completion, a reduction in taxes has been possible. This year the rate has been reduced from \$8.40 per thousand dollars of assessed valuation to \$7.60. Each year since 1928 a reduction has been made in the tax rate, the total decrease being \$3.20 per thousand dollars, or 30 per cent less than in 1928. During this same period all educational opportunities have been maintained and teachers' salaries have not been decreased.

Several years ago a study of pupil-population trends in Ithaca indicated the need for a junior-high-school building. Building requisites were determined from a carefully prepared program of studies, and the board of education adopted the recommendation of the superintendent that a new building be erected at once. During the five-year period prior to its erection, a group of Ithaca teachers under the direction of Professor R. H. Jordan, of Cornell University, developed courses of study and the program of studies for the new school. These studies formed the basis upon which final determination of building needs was made. After several revisions this same material now constitutes the curricula of the new school.

The Boynton Junior High School is constructed of concrete and steel, with facings of red tapestry brick and light stone trimmings. The type of architecture is similar to that used in several other Ithaca school buildings erected in recent years.

FRANK DAVID BOYNTON JUNIOR HIGH SCHOOL  
ITHACA - NEW YORK  
ARTHUR N. GIBB, F.A.S.A. - ARCHITECT  
ITHACA - NEW YORK

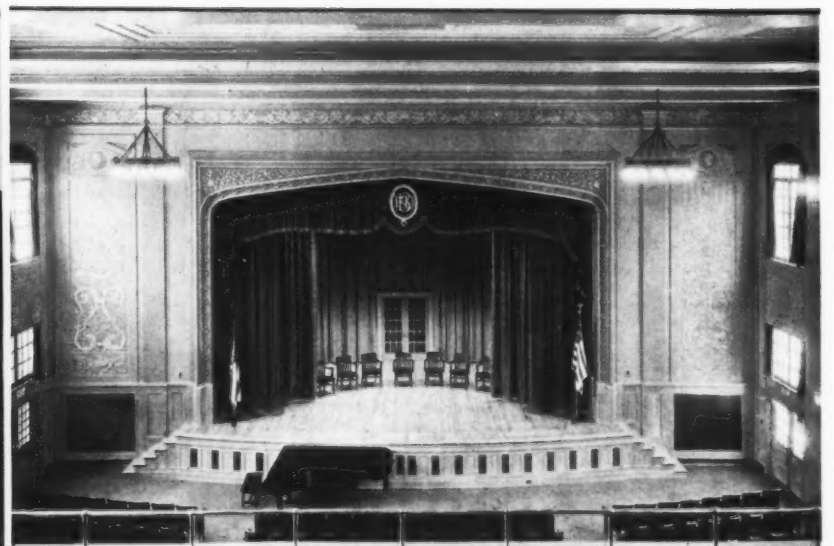
SECOND FLOOR PLAN



ONE OF THE MAIN ENTRANCES.



GYMNASIUM.



AUDITORIUM STAGE.

FRANK DAVID BOYNTON JUNIOR HIGH SCHOOL, ITHACA, NEW YORK.  
Arthur N. Gibb, Architect, Ithaca, New York.



Architect Arthur N. Gibb, F.A.I.A., of Ithaca, designed the building and supervised its erection.

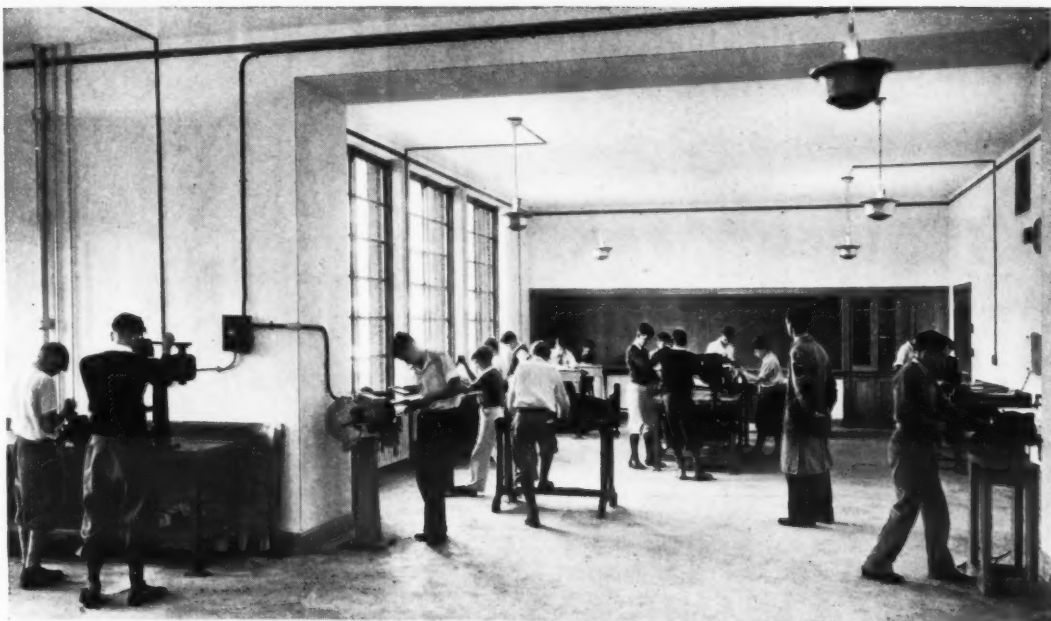
All instructional units are above grade level, the only units below grade level being a part of the boiler room, a storage room for coal, and the rooms which house the central fan system. Each instructional unit is exceptionally well lighted during the day, as the window area equals 20 per cent of the floor area. Indirect lighting fixtures are available for artificial light.

On the first floor are located the following rooms and departments: administrative offices; health suite including rooms for the physician, dentist, nurses, and dental hygienist; two composite shops for industrial-arts instruction which includes wood-working, mechanical drawing, electrical work, metal work, and auto mechanics; a cafeteria accommodating more than 200 pupils; a home-arts department including a suite of four rooms with bath; dressing and shower rooms; and several standard classrooms including provision for commercial subjects.

The second floor houses the following units: a large gymnasium which may be divided into separate gymnasiums by means of electrically operated folding doors; a beautiful auditorium with excellent acoustical properties, complete stage draperies, and attractively decorated; a library with a large number of reference books, librarian's work-



GENERAL SCIENCE ROOM



METAL SHOP

room, pupils' conference room, windsor chairs and tables finished to match the gray oak woodwork used throughout the building; three general-science rooms fully equipped to meet present-day science demands; a faculty room for women teachers; and several standard classrooms.

Four acoustically treated studios for instrumental-music instruction are located on the third floor, together with a large and well-equipped art room, a men's faculty room, the balcony of the auditorium, several standard classrooms, and the office of the vice-principal.

Among the features of the building which are of general interest are the following: a complete wiring for radio, with provision for a loud-speaker in each unit of the school; wiring for sound pictures in the auditorium; lockers in corridor walls with locker doors mounted in rubber to do away with the metallic clang of closing doors; quarry-tile corridors; an electric master-clock system; tile walls in the corridors, cafeteria, and gymnasium; a resilient type of blocks-on-end flooring in the gymnasium; gymnasium bleachers with a chain-

(Concluded on Page 62)



MEDICAL INSPECTION OFFICE



OFFICE

FRANK DAVID BOYNTON JUNIOR HIGH SCHOOL, ITHACA, NEW YORK.  
Arthur N. Gibb, Architect, Ithaca, New York.







LIBRARY, SOUTH HIGH SCHOOL, CLEVELAND, OHIO.  
George M. Hopkins, Architect, New York City, N. Y.

The entire design has been achieved at a saving over the cost of traditional school treatment.

The architectural treatment of the main-entrance lobby and foyer, as well as that of the auditorium, has been carried out in a modern style, to harmonize with the exterior of the building.

The building is U shaped in plan, with the auditorium located in one end wing, and the gymnasium and cafeteria units in the other end wing. The extreme separation of the auditorium and gymnasium units has been suggested by the educational factors. It is believed that it allows for better administration of the building from the educational point of view and facilitates the movement of pupils during changes of classes. The arrangement also makes possible the night use of the auditorium and gymnasium in a very satisfactory way. The public may have access to either of these units, without entering the school proper.

The heating and ventilating system is divided into three sections so that any or all of the units can be heated independently as may be necessary. Flexible drawgates are provided in the connecting corridors to further segregate the evening visitors of the building, and independent outside entrances and exits are provided for each end wing.

The total frontage of the building on East Seventy-fifth Street is approximately 376 ft., and the wings extend back 198 ft. The classroom section on the main front is three stories high without basement, and the wings are the equivalent of two stories. In the classroom unit there are 39 rooms for instructional use, under the headings of classrooms, typewriting rooms, science laboratories, boys' shops, girls' domestic-science rooms, art rooms, music rooms, study halls, a lunchroom-study hall, etc. Considerable study has been given to the problem of providing auxiliary space for teachers' workrooms, storage rooms, janitors' utility rooms, etc.

The administrative department includes a very complete suite, a hygienic clinic, etc. Adjoining the gymnasium there are locker and shower rooms, etc. The 17 classrooms include 3 classrooms having a capacity of 20 to 25 pupils, 11 classrooms with a capacity of 35 pupils each, and 3 classrooms with a capacity of 45 to 50 each. This arrangement has been carefully developed to allow for flexibility in connection with the various classes and for possible changes in the curriculum. All classrooms are

equipped with single-pedestal, nonadjustable fixed desks, without book boxes. The classrooms are provided with slate blackboards on the front and side walls, with cork tacking strips above the boards, and a cork bulletin board near the classroom doors. Each room is equipped with a built-in teacher's wardrobe and a book closet.

One typewriting room is provided, with a pupil capacity of 45. The room has been carefully treated for reducing sound. The other business training is carried on in adjoining classrooms, which are treated as ordinary classrooms.

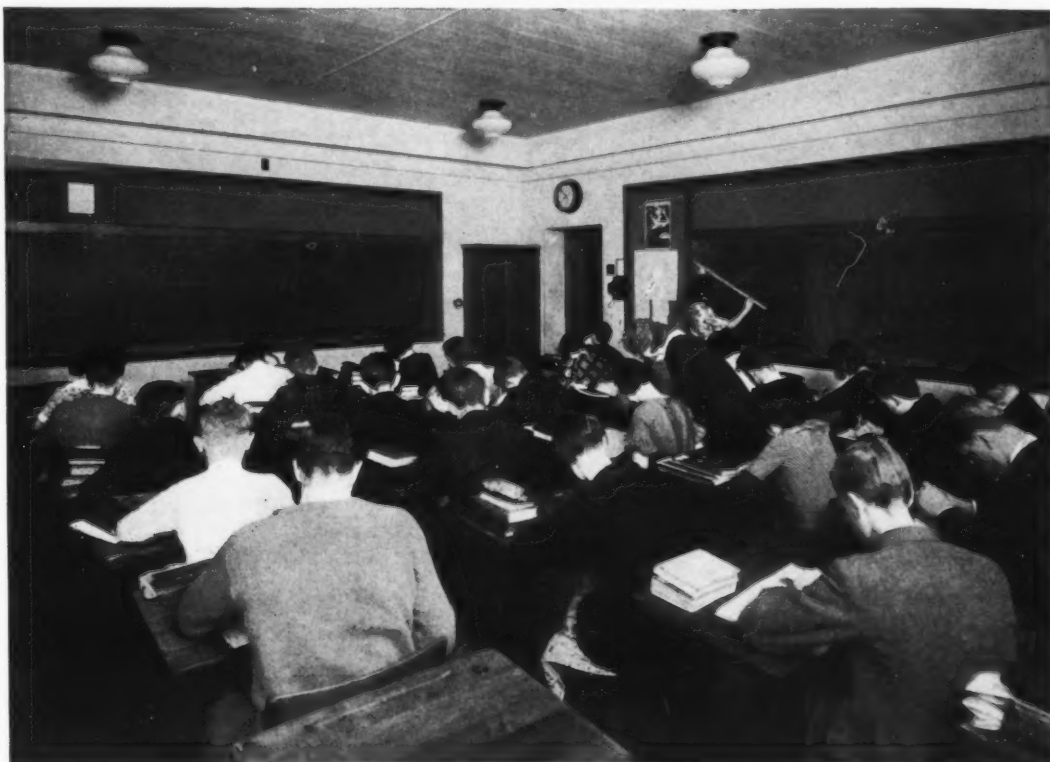
The science unit which is located on the third floor, embraces a physics laboratory for 32-pupil capacity, a physics lecture room, a chemistry laboratory for 32-pupil capacity, a combined chemistry and biology lecture room, a biology laboratory for

32-pupil capacity, and a combined physiology and hygiene laboratory for 40-pupil capacity.

The shop unit comprises a general shop for wood- and metal-working classes and a completely equipped printshop. Each shop is arranged for classes of 32 pupils.

The girls' shop unit includes a cooking laboratory with 32-pupil capacity, a sewing room for the same number of girls, and a special room for various home-economics activities. The last mentioned room has a small stage and is fitted with movable seating so that it serves for student activities and for social purposes.

The three art rooms are equipped with adjustable-type desks, sinks, storage cabinets, etc. An additional art room is furnished with an art metal bench properly equipped.



MATHEMATICS ROOM, SOUTH HIGH SCHOOL, CLEVELAND, OHIO.  
George M. Hopkins, Architect, New York City, N. Y.

The music-department activities center around the auditorium, where an adjoining room is soundproofed for chorus and instrumental music practice. The soundproofing has been accomplished by special spring construction formed in the partitions and special soundproof doors.

#### The Library

The library on the second floor has been located as near the center of the building as possible, because it forms the heart of all the academic work. It is fully equipped for 100 pupils and has adjoining it four small conference rooms which are used for guidance and private conferences between teachers and pupils.

The two study halls are equipped with fixed pedestal desks for 100 pupils each. They are located centrally so that they may serve to the fullest for all children who are not actively receiving instruction.

The cafeteria has been placed on the second floor above the gymnasium. It has a seating capacity of 400 and has been planned definitely for double use as a study hall. Adjoining the cafeteria kitchen is a small teachers' lunchroom with a separate service counter. The main cafeteria counter is of sufficient length to accommodate two lines of pupils simultaneously. It is inclosed in a wood and glass partition so that when the cafeteria is used for study purposes there will be no interference due to noise in the handling of dishes or food products. The kitchen equipment is of metal and the kitchen quarters are amply provided with a locker room for the help, an office for the manager, a store-room, a garbage incinerator, and an elevator for handling supplies.

The gymnasium contains a bleacher balcony at one side, with fixed seats, and a flat balcony on the other side where temporary bleacher seats can be placed when required. The flat balcony is used as a corrective gymnasium and for setting-up exercises. Under the balcony at one side are the boys' locker and shower rooms, and under the opposite balcony the girls' locker and shower rooms. The boys' shower consists of a graduated gang shower.

#### The Auditorium

The auditorium, which has a total seating capacity of 900 on the main floor and balcony, has a stage carefully designed for presentation of dramatic features such as a high school can undertake. An orchestra pit is placed in front of the stage and a motion-picture booth, fully equipped for sound pictures, is located at the rear of the balcony.

Considerable study has been given to the finish of all parts of the building in harmony with the educational service. The corridors are lined with wardrobe lockers, set flush with the wall surface above and placed on sanitary tile base at the floor. The ceilings in all educational rooms throughout the building are acoustically treated. Special acoustical treatment has been provided in the auditorium and the chorus room.

#### The Mechanical Equipment

The mechanical equipment is of the latest type, selected for efficiency of operation, minimum capital outlay, and ultimate economy. The boiler room contains two horizontal-return-tubular boilers, equipped with underfeed stokers. A small auxiliary boiler has been installed to provide hot water for the cafeteria and the gymnasium during the seasons when the main boilers are shut down. Central fans have been installed in the auditorium and the gymnasium units. The balance of the building is heated by direct radiation, with unit ventilators in all classrooms.

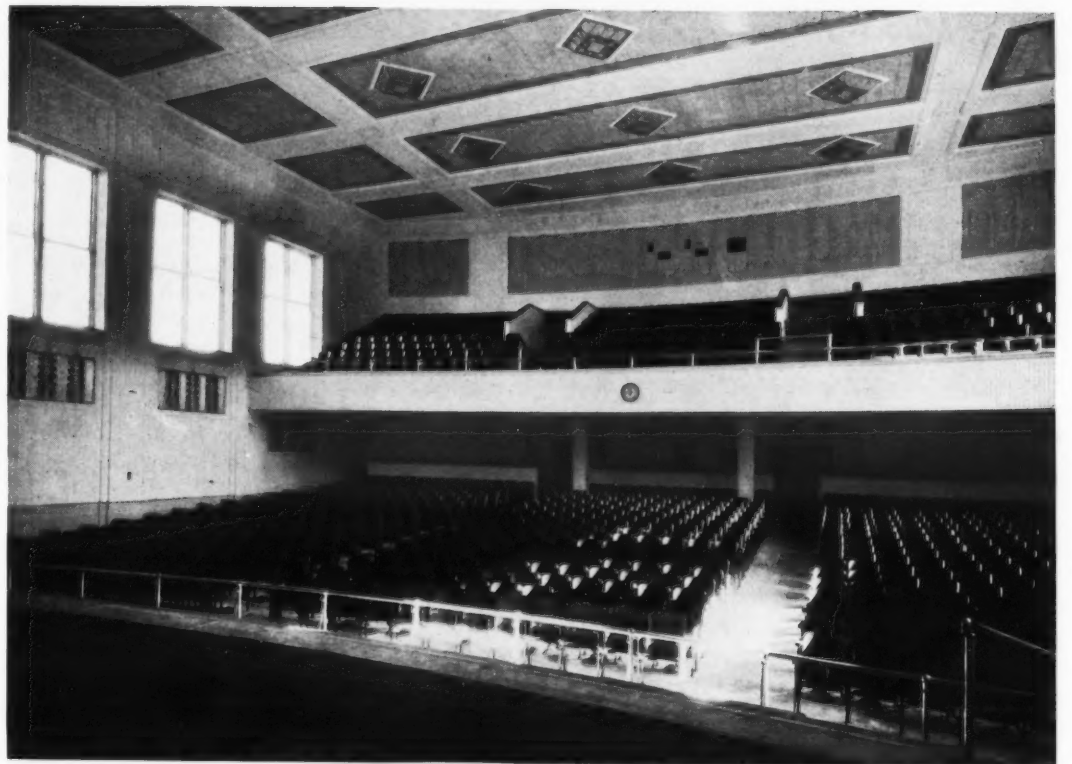
The building has been fully equipped for electric operation of machinery and for lighting. The auditorium stage is equipped with a combination pre-selected, accumulative switchboard, with dimmer banks and border lights. A complete automatic telephone system has been installed.

The school program is controlled by means of pneumatic clocks, fitted with buzzer signals. The building has been wired for a complete radio and public-address system. A stationary vacuum-cleaning system, with outlets in all rooms, has been installed.

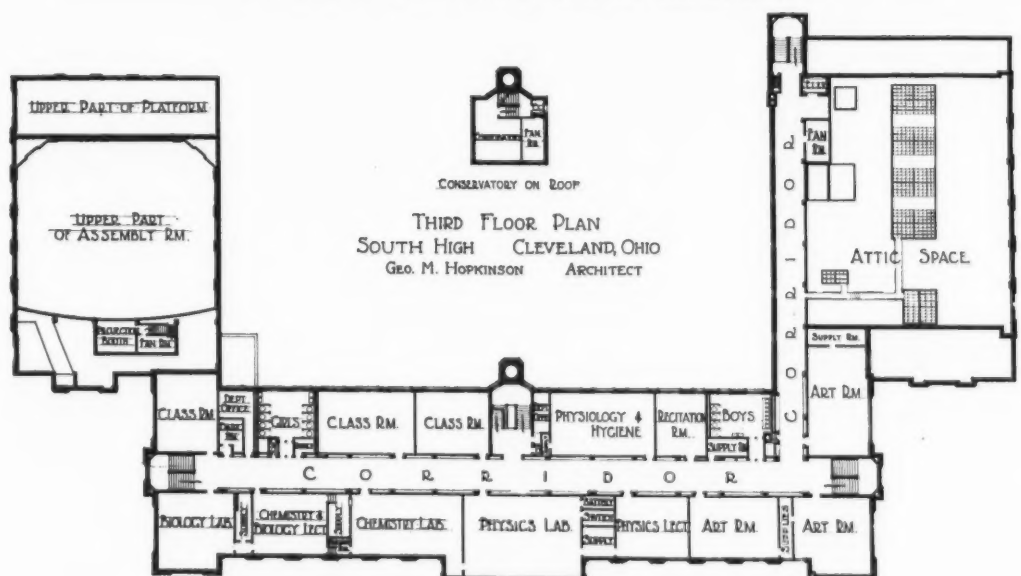
The main contracts for the building are as follows: General trades, \$487,900; heating and ventilation, \$86,635; plumbing, \$41,240; electrical work, \$65,000; elevator work, \$2,995. Total cost, \$683,770.



WOODWORKING SHOP



AUDITORIUM, SOUTH HIGH SCHOOL, CLEVELAND, OHIO.





# FACTORS Affecting *the* Utilization of *the* Elementary-School Plant

Stuart D. Fink, Minneapolis, Minnesota

In a previous article the writer has described a technique used in calculating the extent to which elementary-school plants are being used. Quantitative results of an actual situation involving 77 buildings were also presented. The present article will attempt to analyze the various factors which were found to operate for or against high degrees of utilization in the situation described; namely, at Minneapolis.

The reader will immediately be interested in knowing whether such an analysis has any more than a casual relationship to his own working situation. In the opinion of the writer there are no major factors to be discussed which do not apply about equally as well to other cities of comparable or greater size. In fact, any city or town possessing two or more elementary-school buildings will find that its plant usage is to be explained on the basis of the operation of many, if not all, of the same factors as operate in the systems of its larger neighbors. Even the one-building town, while not faced with all of the same problems, still does have many of them to consider. Whatever the size of town, then, there are a certain group of factors from among which many or just a certain few will be found to create the utilization situation as it exists. In the nature of things the larger the city the larger the number of contributory factors as a general thing. It is believed that in Minneapolis most factors anywhere operative will be found.

## The Minneapolis Elementary-School Buildings

Let us begin, then, by supplying a general picture of Minneapolis and its elementary-school buildings. Minneapolis is a growing city, yet one old enough to be constantly faced with the problem of utilization or disposal of antiquated buildings. In consequence, there are very new buildings, very old buildings, and many buildings once, twice, or thrice enlarged. The picture is a variegated one. The city is not unusual in having its industrial districts, its commercial districts, its residential areas, and still others lacking in any distinctiveness of type. The Mississippi River, several lakes, and numerous parks, railroad yards, and rapid-transit lines present not unusual natural and artificial barriers to school traffic.

The school buildings themselves are 89 in number, if only elementary schools are considered. They range in age from 1 to 60 years; in size, from 2 to 36 regular classrooms; and in enrollment, from 57 to 1,183 pupils. These buildings are of brick construction, with a few of the so-called portable type, a knock-down frame structure of 2 to 10 rooms. Where permanent brick buildings have become too crowded, a combination of brick and portable sometimes comprises the school unit. The grades served range from the kindergarten or first grade up to and including grades as high as the ninth, although the model school comprises grades from kindergarten up to and including the sixth. Departmental organization is found where seventh, eighth, or ninth grades are included. The organization for building use in the lower grades is of the traditional type, all activities being centered in the homeroom except a few relatively short periods in gymnasium, auditorium, or perhaps library or so-called workroom.

The model school might be described thus: The building is a permanent brick structure without auxiliary portable rooms but with at least one addition to the original structure. It

is neither a very new nor a very old building and has 17 classrooms with from 600 to 700 children enrolled in grades from the kindergarten to the sixth, inclusive.

Now, in buildings of these general characteristics located in a city such as this, what are the factors which operate to make them much or little used?

To classify these factors is in itself no easy task, but the attempt will be to group them under four main headings: those having to do with the district itself, those related to site selection, those that are inherent in the design of the building, and those that are the result of administrative policies.

## Limitations of the District as a Factor

Size of building and size of district may not be divorced from one another when present or future utilization is being considered. The present status of utilization in any one building will largely depend upon securing a proper relationship between these two variables. Likewise, in planning a new building, the nature of

the district it is to serve must be carefully studied before district boundaries are settled and before the building plans are drafted. Obviously a large building in a too sparsely populated district is apt to create uneconomical housing conditions. To fail to secure a nice adjustment between size of building and size of district must inevitably result in underused or overcrowded buildings.

## Density of Population

The most obvious characteristic of the district that will affect either one or both of these variables is the density of its population. The size of the districts from which buildings draw their populations will determine the enrollment of a given school, if density and character of population be constant; that is, if there are the same numbers of people and the same ratio of children of school age to adults per unit of area, then size of district will be the determining factor.

In order to gauge the extent to which this size-of-district factor was operating in Minneapolis, a city-wide study would have been necessary. No attempt was made to do this. That the factor was in actual operation, however, may be more readily shown.

Certain residential districts in what is known as South Minneapolis have been chosen for

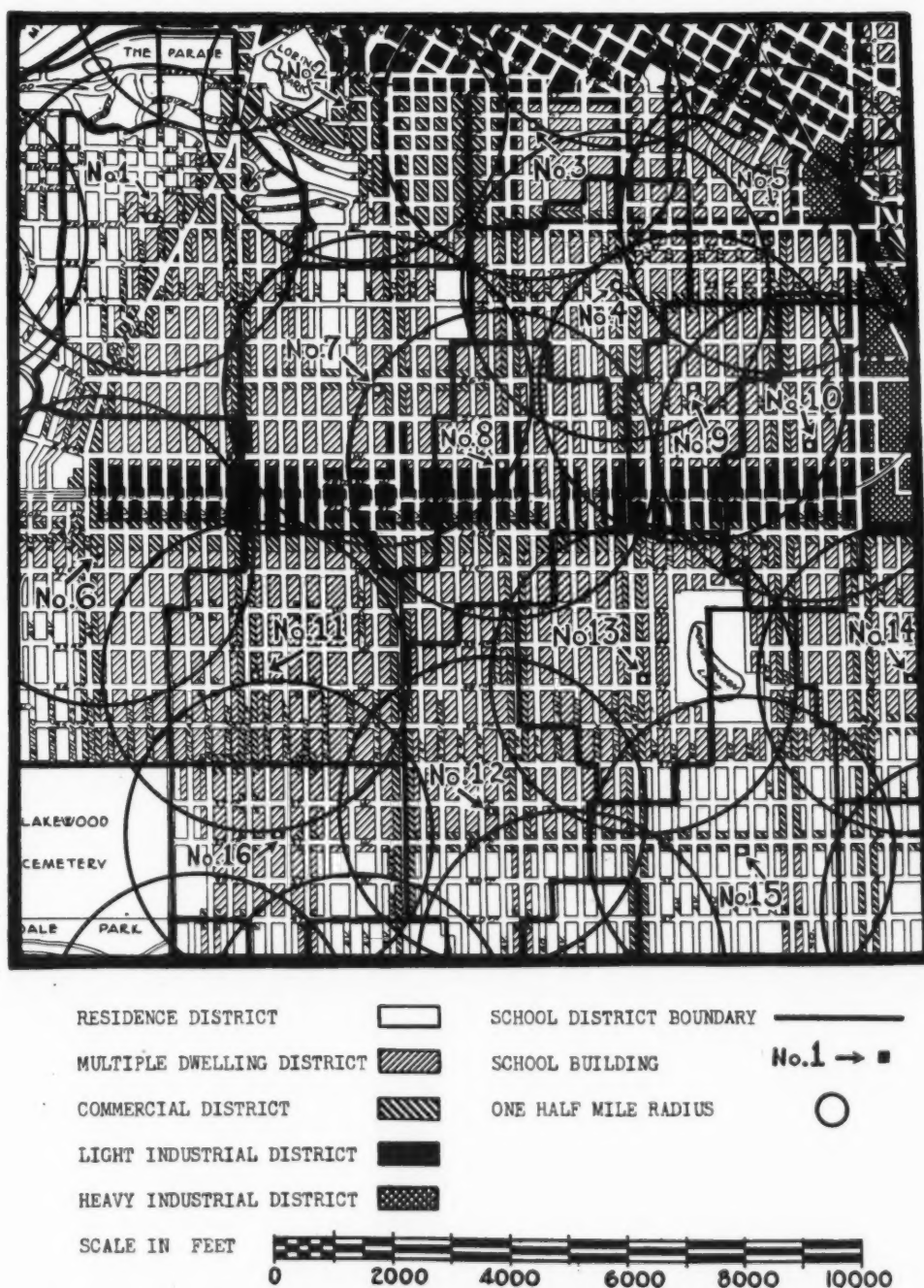


DIAGRAM 1. SELECTED ELEMENTARY-SCHOOL DISTRICTS OF MINNEAPOLIS, SHOWING THE DIFFICULTIES OF UTILIZING THE ELEMENTARY-SCHOOL PLANT.



DIAGRAM II. FOUR SMALL ELEMENTARY-SCHOOL DISTRICTS IN A POPULOUS RESIDENTIAL AREA.

illustration. In the diagram entitled "Selected Elementary School Districts of Minneapolis," there are shown portions of more than 16 elementary-school districts. The locations of 16 elementary-school buildings are marked by number. Many of these buildings are among the least used in the city, notably Nos. 1, 5, 9, 13, and 16. The entire group, with the exception of No. 14, represent buildings at the lower end of the utilization scale. Their rank order among 89 schools is low, averaging 70.7 in room use and 68.8 in pupil-station use (Table I).

The obvious way in which to increase the use of these buildings is to increase their enrollments. This might be done by enlarging the district, but that, in turn, would result in lesser usage of some adjacent building. In short, the

buildings of this part of the city are too close to one another, or, to put it another way, the districts are too small for the size of buildings within them.

The reasonableness of the half-mile travel distance for elementary-school pupils who walk to school has come to have rather general acceptance. This distance has been used in building surveys for a number of years. In Minneapolis a study was made of parents' judgments regarding desirable travel distance.<sup>1</sup> While opinions were not conclusive as to the exact maximum, still no parents indicated that a

<sup>1</sup>An unpublished study by Fred Engelhardt, Professor of Educational Administration, University of Minnesota, and N. H. Hegel, Director of Administrative Research, Minneapolis Public Schools, 1927-28.

distance of less than one-half mile was a desirable maximum.

TABLE I. Utilization Rank Order of Selected Elementary-School Buildings Among All Such Schools in Minneapolis

Number of School <sup>1</sup>	Name of School	Rank Order <sup>2</sup> Among 89 Schools	
		Room Use	Pupil-Station Use
1	Douglass	86	86
2	Emerson	43.5	59.5
3	Madison	64.5	55
4	Garfield	78.5	70
5	Adams	81	77
6	Calhoun	71	63.5
7	Whittier	78.5	82
8	Clinton	71	70
9	Greeley	83.5	82
10	Irving	75.5	79
11	Lyndale	67	67
12	Warrington	64.5	63.5
13	Mann	87	82
14	Corcoran	38	13
15	Bancroft	57.5	67
16	Agassiz	85	85
Average rank order		70.7	68.8
Median rank order		73.25	70.0

<sup>1</sup>See Diagram entitled "Selected Elementary-School Districts of Minneapolis."

<sup>2</sup>Where rank 1 is the highest ranking building.

Now, when in Diagram I a circle with a radius of one-half mile is drawn around each building, a large amount of overlapping results. Building No. 9, for instance, is closer than a half-mile to No. 4 and to No. 10 also. District No. 9 is almost completely covered by the circles radiating from buildings numbered 4, 5, 8, 10, and 13. So far as reasonable walking distance is concerned, No. 9 could be completely eliminated as a district and the building abandoned. In other districts, Nos. 3 and 4 particularly, circumstances are similar but not quite so extreme.

The whole area covered in the diagram shows the effect of this overlapping, resulting from too close proximity of buildings whose pupil capacity is too large for their districts. This kind of situation usually does not come about

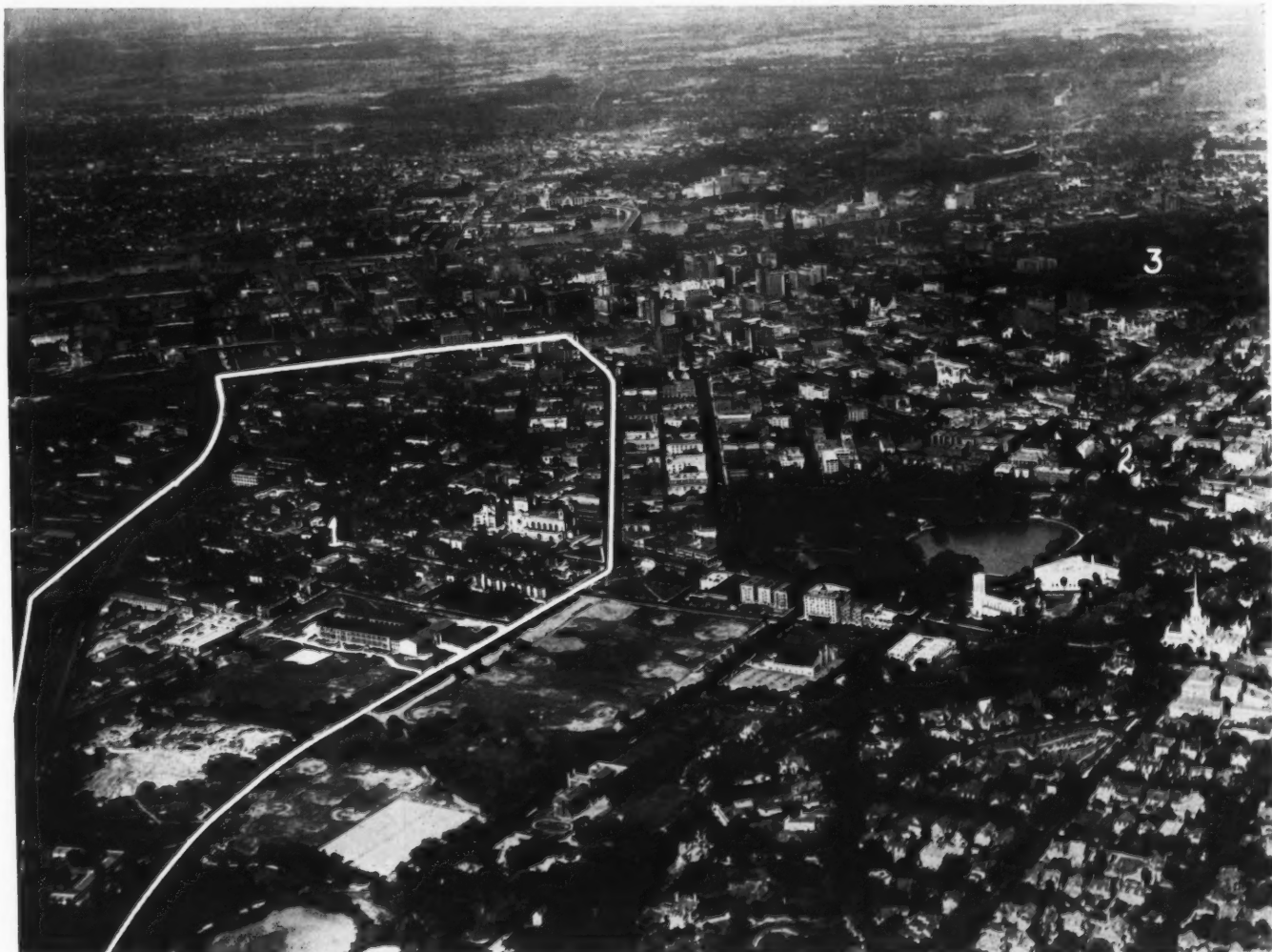


DIAGRAM III. AN ELEMENTARY-SCHOOL DISTRICT WITH LIMITED FUTURE USEFULNESS.



in a day, but is the result of the natural growth of a city. A consistently followed, long-time building program might have prevented it; but the necessity for such programs has only recently been realized. Consequently, such building situations are not usually preventable by the present administration which is not responsible for them and may only seek to make the most of them. The authorities may find that the most economical course to follow is not the abandonment of excess buildings and enlargement of others, but the continuance of the *status quo* until buildings are out of date.

In the theoretically ideal situation, circles with a half-mile radius drawn around each building should barely intersect each adjoining circle. Then there would be no overlapping and the small triangular areas not included in any circle would add but one block to the walking distance of any child living within them.

It may be contended that, in the districts under discussion, buildings were placed as they were in the expectation that this would be a densely populated area that would require more schoolhousing facilities than other areas. If this was the expectation, it has been amply realized but still buildings have not been filled to capacity. This area is indeed heavily built up; in fact, the saturation point has very nearly been reached, as may be seen from Diagram II. Homes occupy almost every available lot, making it unlikely that school population will be materially increased in the years to come. Groups of apartment dwellings may be seen at scattered points. It is conceivable that, if this area should become an apartment-house district, school population per unit of area might be increased beyond its present ratio. However, the well-known tendency of apartment dwellers to have small families would minimize this possible increase. The district is now predominantly a small-residence area.

The schools appearing in Diagram II correspond with Nos. 9, 10, 13, and 14 of Diagram I. The small lake in the immediate foreground (Diagram II) may be located in the lower right-hand corner of Diagram I. Railroad yards, a cemetery, and industries may be seen to bound and to limit the areas of districts numbered 10 and 14 on both diagrams, thus effectually preventing expansion on the farther side. The lake and park in the foreground (Diagram II) minimize the possibility of any increase in population in that area. Other barriers to expansion of these districts are purely artificial, consisting in arbitrary district boundary lines. These may readily be shifted, but the only possible advantage in doing so would be to split up existing districts and to abandon one or more existing buildings.

A small district may thus be seen to play a leading part in creating underuse conditions where density of population is relatively static. A too-large district might just as readily cause overcrowded conditions in a given building. On the other hand, size of district being constant, if there should be notable shifts of population into or out of the district, these shifts would surely be reflected in building usage.

#### Character of the District

School population, be it present or future, is intimately related to other characteristics of the district. The public schools do not serve all children of school age who attend school. Consequently, the predominant religious affiliations of the present population must be studied, as well as possible future changes. Parochial schools may already exist or their future establishment may seem quite likely. Economic status of population bears some as yet immeasurable relation to the number of private schools that also serve to reduce public-school enrollment. Private, nonparochial schools are patronized by people of the more well-to-do

classes and the possible establishment of this type of school may not be disregarded.

#### City Planning

There are a number of factors affecting utilization that grow out of policies adopted by city-planning commissions. The least tangible and least measurable of these is found in the limitation of residence districts to single or multiple-type buildings. Where residences may only be of the single type, maximum future population is reasonably calculable. Even where multiple dwellings are to be permitted there is a theoretical limit to future population. These dwellings are quite rigidly restricted both as to their height and as to their proximity to one another. On the basis of these building regulations, then, there is a very definite limit to residence accommodations even in multiple dwelling districts. Furthermore, it is not at all established that the piling up of residences into several-story apartment houses will result in marked increases in school population.

In the first place, the tendency of apartment dwellers to have small families, or none at all, has often been remarked. While the extent of this tendency may be questioned, its existence is not likely to be.

Second, apartment-house districts tend to locate themselves on the edge of the downtown sections. Where many people desire nearness to this section, they will necessarily be housed in multiple-type dwellings. But now, in the nature of things, proximity to the downtown area is synonymous with nearness to commerce and industry. Consequently, these apartment-house districts will tend to be encroached upon by business establishments. The effect of this will be to reduce the density of school population and only careful, far-sighted city planning will prevent it. Even where plans are well laid, unforeseen circumstances may require modification of them. If city plans do not forbid, apartment houses will give way to the demands of industry, for industry can and will pay for its needs.

There is in Minneapolis one district that includes a large number of these apartment houses and residence hotels. This district is just such a one as has been described. It lies on the edge of the downtown area and thus adjoins industry. On other sides the apartments thin out to become more and more interspersed with small residences.

A study of this district supports the conclusion that those of its type do not necessarily imply great density of school population. Its size is neither large nor small but the building itself is rather large with 79 per cent room use and 65 per cent station use. It ranks, respectively, 43.5 and 59.5 in room and pupil-station use among 89 buildings. Several other districts comparable in area and size of building make as good or better showings in room and station use and they are overwhelmingly small-residence areas.

The second factor upon which city planning has its effect is in the limitation of certain districts to various types of use, residence, commerce, or industry. In Diagram I the zoning plan of the Minneapolis city planning commission is set forth by legend.

Certain areas are seen to be limited to certain types of use, residential, commercial, light industrial, and so forth. The areas to which commerce and industry are limited are at the present time not restricted to such use alone. Residences at least partially occupy them. According to the plan, however, commerce and industry will eventually take them over and further decrease school enrollment in adjoining buildings.

There are in Minneapolis a number of buildings even now located in too close proximity to industrial areas. Some time in the past this

was not true, but with the growth of the city, industry has been steadily encroaching upon them. Districts numbered 2, 3, and 5 (Diagram I) lying on the edge of the downtown district are among them.

No better illustration of this sort of thing is necessary than the school (No. 1) whose district boundaries are outlined in Diagram III. This school (rank 75.5 in room use and 82 in pupil-station use among 89 buildings) has a district bounded on two sides by light industry in the downtown section, by heavy industry (railroads) on another, and by publicly owned property on another (parade grounds). Future expansion of the district is effectually cut off. The district will probably all be taken over by industry sometime in the future.

School No. 3 (Diagram III) is even now practically surrounded by industry on all sides and lies on one extreme edge of the residences within its district. According to the present zoning plan, there are now no more than one residence and two multiple dwelling blocks within the limits of the district, one of more than 100 blocks area.

School No. 2 (Diagram III) may be seen lying at the edge of the downtown district with no small residences in its vicinity. This district is much favored by apartment-house dwellers, however.

#### Site Selection

In selecting a site for a new building possible utilization must constantly be held in mind. Quite naturally also, site must be considered in connection with the several factors related to district analysis. A location must be chosen in terms of maximum pupil-walking-distances so that the building may be within reach of the population to be served. The building must not be placed in too close proximity to industrial areas or their lines of expansion lest future utilization be stifled. Neither should building sites be too close to one another unless small buildings are to be desired.

Natural and artificial barriers often make effective utilization of buildings impossible, and are thus closely related to site selection. As a general rule, buildings should be located near the center of the population from which enrollment is to be drawn. This criterion will preclude placement at spots where approaches to the building are cut off by barriers of any sort. Among these barriers are rivers or railroad yards not easily or safely crossed. Industrial plants, singly or in series, often not only act as barriers but reduce population in adjoining areas. Lakes, large urban cemeteries, and parks, and, of course, city limits, all act to shut off approaches and to limit population. Practically, also, important street-car or other transit lines and much-used streets or highways are to be avoided. Where possible, these heavy-traffic lines should be made the boundaries between districts so that children will not have to cross them. Next to natural barriers, such as rivers, traffic lanes form the most appropriate boundaries.

#### Building Design

Progressing from those factors which affect building use from without, we come now to those that are inherent in the nature of the building itself. The degree to which the building is adjusted to the educational program is largely dependent on the factor of building design. The modern conception of building planning involves the fitting of school housing to the educational program and its organization rather than the reverse. This conception has grown out of innumerable attempts to make over existing buildings to fit changing organizations, attempts which have been found to be both costly and unsatisfactory.

As an example of improper adjustment of building to educational program, it is only

(Continued on Page 62)



# Rating the Superintendent

## A Guide in Evaluating the Efficiency of the Superintendent

E. M. Blevins

What, in your opinion, have been the outstanding defects of superintendents with whom you have worked? This question was recently put to a class in school administration, in the University of Washington summer school, by the instructor, Dr. Thomas R. Cole. The writer, a member of the class, tabulated the replies to the question and has made them the basis of the rating sheet described in this article.

Answers were secured from 76 members. The class was composed of graduate students, with experience in schoolwork ranging from 2 to 25 years. They were mostly superintendents and principals, with a few high-school teachers, who are preparing for some phase of supervisory or administrative work.

A total of 70 different criticisms were made of superintendents. Each criticism represents some factor connected with the superintendent's work which stands in the way of the greatest efficiency of his work and of the system with which he is connected. Most of the criticisms have grown directly out of personal traits and failure to pursue methods of work widely accepted as standard practice in administration and supervision. It is only fair to the class, as well as to the superintendents criticized, to state that most of the replies were prefaced by some statement which indicated that, in the judgment of the writer the superintendent had many more desirable than undesirable qualities.

The criticism most frequently given was that superintendents become so busy with details that they neglect supervisory responsibilities. Following, then, are the ten most commonly given criticisms and the number of times each was given:

Too busy with details for interviews or for teachers' problems.....	34
Failed to supervise instruction.....	28
Too much time given to community and school politics.....	21
Has no policy; teachers uncertain about what is wanted.....	18
Lack of professional training.....	18
Too aloof from teaching force.....	17
Partial to teachers and takes part of students to avoid conflict with parents.....	17
Too dictatorial in his methods.....	16
Withholds praise where praise is due.....	15
Works for self at expense of school.....	14

When we consider that these criticisms came from those trained in the art of judging educational values from the practical, as well as from the theoretical point of view, they take on new interest and increased importance. Any superintendent who examines this list can probably find himself somewhere in the picture. With the thought of making these criticisms available for superintendents, school boards, and others interested in the work of the superintendent, the following rating sheet has been prepared.

### Preparation of the Rating Sheet

Each of the 70 criticisms reported has been changed from a destructive to a constructive criticism. They have been arranged under three general headings: personality traits, technical training, and experience. The items included under experience were further classified on the basis of:

- Amount and nature of teaching experience.
- Administrative experience.
- Supervisory experience.
- Experience as professional leader and co-ordinator of the educational agencies of the community.

The items were then arranged on a 100-point scale with each assigned a definite percentile value. No attempt was made to include all the items connected with the superintendent's work. The problem was to set up the picture as it came from the field and to suggest what is the best procedure for the superintendent and the surest guarantee against a repetition of these criticisms.

There may be differences of opinion regarding some of the items and the values assigned to them. The chief problem to keep in mind, however, is

that we are trying to get the whole picture of the superintendent at work with sufficient detail, so that all his essential duties are provided for, and no part of his work stressed at the expense of any other.

### The Rating Sheet

Personality Traits (15 points)		Score
1. Personal bearing: manner easy and habituated, not forced.....	3....	
2. Dress: neat and appropriate.....	2....	
3. Voice: well modulated and forceful.....	2....	
4. Speech: evidences culture and intellectual interests.....	2....	
5. Health: vigorous, absence of physical peculiarities.....	2....	
6. Interests: broad, with knowledge of current events.....	2....	
7. Sociality: human, sympathetic, and approachable.....	2....	
Total.....	15....	

Professional Training (25 points)		Score
1. General scholarship: upper third of class or B average.....	4....	
2. A.B. degree (18 semester hours of education).....	3....	
3. M.A. degree or its equivalent, including:		
a) 15 semester hours general and educational psychology.....	4....	
b) 6 semester hours of philosophy of education.....	3....	
c) 10 semester hours of school administration including organization and finance.....	5....	
d) 5 semester hours supervision of elementary instruction.....	3....	
e) 5 semester hours supervision of secondary instruction.....	3....	
Total.....	25....	

Experience		Score
1. Teaching (10 points)		
a) One to five years elementary teacher or principal.....	5....	
b) One to five years high-school teacher or high-school principal.....	5....	
Total.....	10....	

2. Administration (20 points)		
a) Twelve-year program of schoolwork well arranged and co-ordinated.....	5....	
b) Records complete each month; special variations carefully noted.....	3....	
c) Needs of school anticipated; recommendations to avoid peaks in capital outlay, and budget carefully prepared with special attention to instructional needs.....	3....	
d) Policy considered in advance of demands allowing time for investigation, consideration.....	3....	
e) Provision for maximum use of school plant and care of buildings, grounds, and equipment.....	2....	
f) Recommendations made with particular emphasis on demands of the position and special qualifications of candidates.....	2....	
g) Delegates authority wisely but retains full responsibility.....	2....	
Total.....	20....	

3. Supervision (20 points)		
a) Provides courses of study and instructional material appropriate to needs of students.....	5....	
b) Makes supervision a cooperative "we".....	4....	
c) Is equipped with practical helps for teaching situations and available references for additional study.....	3....	
d) Programs his work and follows his schedule with practical consistency.....	2....	
e) Regards the system as existing for the benefit of the students, while adhering to the principle of system.....	2....	
f) Makes the system a cooperative agency where each member feels a responsibility to every other.....	2....	
g) Sells supervision as a service in the solution of teaching difficulties.....	2....	
Total.....	20....	
4. Professional Leadership (10 points)		
a) As professional leader of the board.....	4....	
b) As professional leader of the staff.....	4....	
c) As professional representative of the educational standards of the community to all supplementary agencies.....	2....	
Total.....	10....	

The courses specified for the M.A. degree are in addition to the 18 hours (semester) in education now generally required for the teacher's certificate. It is suggested that part of the required psychology and administration may have been taken in the undergraduate level; however, the work in philosophy and supervision of instruction should be of graduate rank, and based on some teaching experience if possible.

## BUDGETARY PRACTICES in Public School Administration

The tendency of a modern day is to scrutinize public expenditures with an eye to the achievement of economy without impairing efficiency. This scrutiny finds expression in a budget which has been systematically and judiciously constructed and which reflects economy and efficiency in the light of the funds at command.

Thus the volume entitled *Budgetary Practices in Public School Administration*, recently written by Dr. Chris A. De Young and published by the Northwestern University at Evanston, Ill., constitutes a timely and instructive document. The author defines the function of a school budget and holds that it is a sacred contract entered into by citizens and taxpayers on the one hand and the public officials on the other. He quotes the definition used by Buck and Reeder as follows:

"The budget, in the strict sense of that term, is a complete financial plan for a definite period, which is based upon careful estimates both of expenditure needs and of probable income of the government."

"A budget is a systematized statement which forecasts the probable expenditures and the anticipated revenues of an individual, an organization, or an institution during a stated period of time."

In discussing the ideal school budget the author points out three parts: "(1) the *work* plan, which is a definite statement of the education policies and program; (2) the *spending* plan, which is a translation of the accepted policies into proposed expenditures; and (3) the *financing* plan, which proposes means for meeting the cost of the educational pro-

gram. A school budget is then a complete educational and financial forecast, based on *past* experience, *present* conditions, and *future* needs."

He argues that it is a means, not the end, and that the budget is the servant and education is the master. It stimulates confidence in the board of education and the superintendent, and thus leads to better support for the schools. Thus, the budget, as such, requires no defense. Its importance is established.

The author approaches with considerable detail and thoroughness the program idea which enters into the building of a budget, the technique to be employed, the persons who shall concern themselves in the task, the time to be devoted to the same, and so on.

The presentation and adoption of the budget, as well as its form, too, deserve consideration. What are the practices here? Shall it be merely a type-written document, mimeographed or printed? Shall written explanations for increases and decreases be provided? Who shall have the first access to the document, or who shall be the first to officially receive the same? It follows, of course, that the budget must go to the board of education before it can receive official recognition. The author here adds:

"The board members certainly should know in advance that the budget is to be presented. Superintendents who send out an agenda for each board meeting naturally have this means of notifying members, in addition to that of handing out copies

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# The FIRST NATIONAL School Board Meeting

William D. Boutwell

A conference was called at Washington, D. C., January 5 and 6, 1933, which may well be designated as the first school-board meeting of the kind ever called in this country. Officially it was named the Citizens' Conference, appointed by the President to consider the problem of the nation's schools.

The deliberations were at first somewhat hampered in part by definitions and generalities and later on by acrimonious debate covering two days and one night. The conference, however, agreed on the imperative needs of education, but disagreed on the financial considerations involved. President Hoover summarized the task of the conference in the following language:

"Our nation faces the acute responsibility of providing a right of way for the American child. In spite of our economic, social, and governmental difficulties, our future citizens must be built up now. We may delay other problems, but we cannot delay the day-to-day care and instruction of our children."

Secretary Wilbur and United States Commissioner of Education, William John Cooper, made two concrete suggestions to the conference, neither of which was included in the recommendations. Secretary Wilbur suggested that one billion dollars yielded by the gasoline tax could be applied to maintain education in the emergency. Commissioner Cooper suggested that the Federal Government collect a manufacturers' sales tax, returning the funds yielded to the States for financing schools.

## Forty Recommendations Submitted

The following recommendations were carried by a narrow margin of votes.

1. Education is a fundamental obligation of public policy, related inseparably to long-term economic conditions and to the forms of governmental administration set up by organized society to provide for the general welfare.
2. Educational procedure must be evaluated eventually in terms of far-reaching and broadly inclusive social purpose.
3. In this conference we are concerned with one aspect of the educational problem—the adjustment of school costs to long-term economic conditions with no damage to the child.
4. Education is a necessity not a luxury, since the growth of the child cannot be halted or postponed during an economic emergency. Therefore, educational service should be accorded a high degree of priority in determining the purposes and services which shall be supported by the states during a depression.
5. The major wastes in education should be eliminated through the abolition of control over, and interference with, education by politicians, of political appointments and of political corruption.
6. Local governments and local school districts should be reorganized and consolidated.
7. Administrative control of the schools must be centralized in the superintendent.
8. State administrative organization of education must be reorganized through the creation of a non-political and professional agency for the administration of the educational policies of the state, where such agency does not already exist.
9. The state must assume the responsibility within its means of assuring adequate public education to all local communities, irrespective of their financial condition.
10. We especially urge lawmaking bodies to give priority to legislation which will alleviate conditions in communities now being required to make injurious curtailments in their school programs because of unusual burdens, inequitable tax systems, or faulty fiscal machinery.
11. We urge Congress to provide for federal assistance through emergency loans for a limited period to such states as may make an adequate showing of their inability to maintain reasonable standards of support for public-school education.
12. All governments, local, state and national, should direct attention to the immediate reformation of the system of taxation.
13. Immediate efforts should be made through the raising of the general level of commodity prices, the correction of serious economic maladjustments, and otherwise, to increase the volume of income and purchasing power, and thus to provide the monies nec-

essary for a proper educational program. If this is not done, widespread injury will result, not only to the cause of education, but to the value of all obligations, public and private.

14. The Conference is deeply impressed with the seriousness of the present situation but feels that the suggestion of adequate remedies is beyond the scope of its instructions and mission; therefore this Conference respectfully directs the attention of the President and of the Congress to the danger of gross injury to the cause of education through injudicious and unwise reduction of educational programs, the closing of schools, and otherwise, consequent upon economic conditions.

15. This Conference recommends the careful consideration by another conference or otherwise, of steps deemed appropriate and necessary for increasing the level of income and of purchasing power.

16. The Conference is opposed to the shortening of the school year below the term existing previous to the depression, because such action will be a limitation upon the educational opportunities of the children, which in the long run will be neither economically nor educationally profitable.

17. The teaching load should not be increased either in courses or hours, beyond the ability of the individual teacher to offer a reasonable standard of instruction to each pupil, and should be adjusted in relation to the quality of supervision, the experience and qualifications of the teacher, the provisions for exceptional pupils, and the methods of grouping pupils.

18. The size of classes in all special subjects, such as art, music, manual and domestic arts, should be made as large as that of the average academic class; in secondary schools laboratory periods in the sciences should be of the same length as periods for other subjects, and standards of accrediting agencies which now prevent such arrangement should be modified.

19. All possible economies in school costs, such as the postponing of building construction when and where practicable, the reorganization of business departments; the adjustment of the size of class, and the curtailing of the activities of auxiliary agencies, etc., should be made before a readjustment of teachers' salaries is effected.

20. Readjustment of salaries, if necessary, should be made in relation to the reduction in the cost of living of the teaching group in any given community.

21. School systems should weigh carefully any proposed curtailment policy with the view to securing real saving rather than to effect apparent economy that may be harmful to essential educational standards.

22. Every effort should be made by school systems to utilize to their full capacity the present school plants. A study of conditions in various parts of the country has shown that in some communities much better utilization of school buildings for class purposes can be effected.

23. The curtailment of school-building construction will be reflected in the industrial and business life of a community by increasing the amount of unemployment and perhaps causing greater expenditures for relief work.

24. Consideration should be given in a long-term building program to the fact that unit costs are probably at a minimum at the present time and long-deferred building construction may eventually cost twice as much as at present.

25. A distinction should probably be made between building needs that have accumulated over a period of years, and the additional buildings needed each year by the normal increase in school enrollment. The first-mentioned building needs may very properly be taken care of by a bond issue and the annual requirements may be met by the pay-as-you-go plan.

26. Maintenance costs should not be reduced below a point where resulting deterioration of the school plant would necessitate ultimately greater outlay than the original repairs would have cost. If the condition of the school plant has heretofore been maintained at a high level, curtailment in repairwork may be adopted as a temporary policy.

27. Careful study should be made of the purchase, distribution, and utilization of fuel and other supplies used by building employees. The proper operation of heating plants should be carefully provided for. Janitorial work should be standardized. Proper training should be given to building employees both before entering the school service and after entering the system. The number of building employees should be kept at what is actually needed. In some communities considerable savings may be made in this field.

28. Careful attention should be paid to the preparation of proper specifications, the purchase, distribution, care and use of all supplies and equipment. Permanent inventories in all cases should be maintained. Where

school districts are small, cooperative plans of purchasing supplies and equipment might be made under the initiative of state departments of education.

29. Rapid and unprecedented development of all forms of higher education during the past two decades, especially publicly supported higher education, not only reflects the distinctive character of our democratic idealism, but also furnishes conclusive proof of the reality of the long-recognized principle of the equality of opportunity in American life. From these institutions has come a large proportion of the trained personnel of the established professions and the leadership of our complex industrial and social life. Furthermore, the results of the scientific research carried on by such institutions have been of well-nigh incalculable worth to the economic life of the nation. When viewed from these two standpoints along the general scheme of higher education of the country it must be regarded as a principal, productive asset, the conservation and further development of which are matters of permanent concern for the states and for the nation.

30. The effective, economical, and nonpolitical operation and adaptation of the plan of popular education, at all levels, from the elementary schools through the universities, are fundamental obligations of the American state.

31. During a period of economic stress, such as that now existing, there is imposed upon all of those in positions of responsibility, whether in government, industry or cultural activity, a clear responsibility of affirming the inherent basis of our American plan, and of promoting confidence among the people in their educational institutions. In particular, efforts are needed to avoid any unnecessary reduction in the educational opportunities now available to American youth.

32. Today all publicly supported higher institutions, more than ever before, are responsible for the economical administration of their funds. There is abundant evidence that these institutions the country over are capable of making those adjustments in operation made necessary by any reasonable policy of retrenchment. They have already demonstrated their ability and their willingness to share the burden imposed upon the economic life of the people.

33. If the state is to have during the coming generation institutions adequate to serve its needs, it must not now unwisely weaken the human foundations of those institutions.

34. The essential limitation upon attendance on secondary schools of any grade is the requirement that the student give such evidence of a continuing and developing ability to learn, as shows that he is preparing himself better to meet the constantly advancing demands of an effective service for life.

The obligation of the states to afford an equality of educational opportunity is always predicated upon a reciprocal obligation of the individual to use such opportunities effectively.

35. We are impressed with the need of a better understanding of our social purposes and a clarification of our social values if the present crisis in education is to be turned to future account. This is not a subject with which a single conference can deal, but the necessity for a nation-wide continuing effort to deal with this problem seems obvious.

36. The peculiar position of public education in our democracy, supported and guided by local initiative and directly accountable to it, suggests that there should be set up in every locality, councils broadly representative to mobilize and clarify public opinion in order to deal more generously and wisely with the present crisis in education.

37. The school is only one of the many educational agencies. The home, the church, the library, all must be maintained and strengthened along with the schools. Since education does not stop with childhood the agencies of adult education must not be forgotten. Special attention might be given to training for parenthood.

38. The Conference notes the critical condition of certain under-privileged groups, particularly the Negroes, and the necessity for special solicitude with regard to them. It is obvious that further diminution of educational facilities of this group would handicap them far in excess of the handicaps placed upon other children, and would hazard the possibilities of Negroes participating in our future society with a degree of efficiency commensurate with the demands. The attention of the country, therefore, is called to the fact that serious consideration should be given the past and present unequal educational opportunities before attempting any further retrenchments.

39. We are impressed with the experience of various localities in moving promptly and energetically to maintain and extend their social services, particularly those of education, and we recommend that the Office of Education give nation-wide continuing publicity to these efforts.

40. Because of the need of definite information on school costs at this time the Conference regrets that the Congress found it necessary to discontinue the study of school finance carried on under the direction of the United States Office of Education, and expresses the hope that at an early date ways be found to resume that important and especially timely study.

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# THE AMERICAN School Board Journal

EDITORS:



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## *Adjustment in School Administration*

**A** GLANCE over the field of school administration throughout the United States notes a general downward revision of the budgets. The decline in property values has lessened the public revenues out of which the schools and other public operations must be maintained. In brief, as a consequence of a reduced income, school budgets everywhere are being revised. An era of financial readjustment is on.

When it is considered that the American schools had attained a momentum and a degree of expansion not heretofore attained by any country in the world, it was only reasonable to expect that the day would come when someone would call a halt. The spirit of enterprise and optimism, so characteristic of the American people, together with the marvelous constructive ability they have manifested, has also found expression in the administration of their schools.

Thus, the policy in the direction of momentum and expansion has, within the last decade, increased school costs in a material degree. The reaction which has set in means nothing more nor less than a check on activities not deemed an imperative necessity in the conduct of school systems. The revisions to which school budgets have been subjected vary in degree as well as in form, depending upon local considerations and contingencies.

The educators have eloquently championed the integrity of the schools, but in many instances, they have wavered when confronted with stern and unrelenting facts. The school superintendent who stands by his coworkers on the salary question and, who at the same time, must face a protesting taxpaying constituency, has a difficult task in justifying his position.

The logic of the situation is that the inevitable must be met sooner or later. The same degree of retrenchment which applies to private interests and to the public service will apply to the administration of the schools. Individual judgment and local conditions will determine whether the cuts shall apply to salaries, equipment, or capital investments. With a reduction in property values and incomes, it follows, too, that all governments, local, state, and national, must rely upon a reduced support. Thus, the order of the day is a readjustment of financial affairs, both private and public, and the schools cannot escape the general sweep of things.

A calm analysis of the situation would not only suggest a new era in educational leadership, but also in the advent of a new type of leadership. If we laud the energy and constructive ability which educational leadership manifested in time of prosperity, we now have need for leadership which can grapple with the problems of reconstruction. It cannot be denied that the transition process of what the Germans call "Abbau," a process which aims to reduce the size of the structure without lessening its utility, must be met.

Whatever a change in our economic situation may mean in other fields of activity, it will mean aggressive, fearless, and constructive leadership in the educational field. To champion the cause of education in beautiful language, to fight against salary reductions in vigorous terms, and to stand out stubbornly against the inevitable trend toward reconstruction, will not solve the problem.

There must be that new leadership which is entirely clear on the exigencies of the situation, that will adhere boldly to a sane and sensible line of action, and that will enjoy the confidence of the rank and file of the school workers and citizens.

## *New Tax Proposals in Aid of Education*

**I**T IS gratifying to note that the educators of the country are turning their attention to the subject of taxation. Not only have outstanding educators manifested an interest in the subject but state departments of public instruction and educational associations come forward with definite recommendations and proposals for tax reforms. The pressure of the hour unquestionably has proved a stimulant in the direction of tax studies. If the support granted to education is inadequate, the question may well be asked whether the system employed in exacting public tribute is equitable and effective. If the educator is satisfied that the needs of education are inadequately provided then he must turn his attention to the prevailing system of taxation and ascertain its deficiencies and shortcomings.

Here he will discover at the outset that the property tax is an outworn instrument no longer recognized in the leading countries of the world as a sole and dependable revenue producer. It is evident in our own country that property as such has been taxed to its utmost. The delinquencies in farm and factory, rural and urban property taxation tell their own story. The limit has been reached.

Other sources of revenue must be found, not so much in the desire of securing a larger revenue yield as in the interest of providing an equitable distribution of the tax burden. The decline in the revenue yield on property naturally prompts attention to other sources not now adequately or equitably taxed.

On the theory that the cost of government is a vital consideration in the stability and progress of a country, it follows, too, that the cause of education is a vital part of the scheme of government and that as such is entitled to adequate support. If that support falls short of its requirements the adjustments must be found either in an opening of new tax sources or a reduced budget.

In Minnesota, for instance, the schools ask for 1 cent per gallon of the gasoline tax; 20 per cent of the auto license tax; 1 cent on a package of cigarets; 1/5 cent on cigars; 10 per cent on other tobacco sales; 1 cent on playing cards; 20 per cent on all fines; 15 per cent of boxing and wrestling matches; 25 per cent on marathons (including all contests of over one-day duration); 25 per cent of income tax if levied; 10-cent stamp on all legal documents; 20 per cent of inheritance tax; 15 per cent of fish and game license receipts; 10 per cent of revenues of carnivals, etc.; the right in years of depression to use 10 per cent of the state trust funds.

This it is claimed will provide a fund of \$50 a year for every school child in the state. The legislature will be asked to enact the proposal into law.

In Mississippi, the school people are supporting a sales tax which places a tax of 1 cent on sales of from 25 to 60 cents, 2 cents on sales of 60 cents to \$1.25, 3 cents on \$1.25 to \$1.60, and so on. On charge sales, a tax of 2 per cent is computed on each invoice.

We are not prepared to hold that these proposals are the last word in the direction of tax reform. They note, however, that the educational factors are concerning themselves in an active way with tax matters. And this is a gratifying move in the right direction. The interest manifested by the educational leaders in tax matters also inspires the hope that beneficent results may follow.

## *Attacks on Board-of-Education Policies*

**I**N THE adjustment of the country's economic affairs there is always the inclination for someone to blame somebody else for the ills that temporarily afflict us. The school authorities are subjected to criticism never heard in prosperous times.

The disgruntled taxpayer, self-appointed watchdog of the treasury, is always with us, but the citizen who usually is in agreement with what the public authorities do is here and there becoming restless under the economic strain. It is he who urges that the professional workers get a higher salary than they are entitled to, that the administrators are spending public monies recklessly, and things could be done on a lower cost scale.

The conferences engaged in between the school authorities and the citizenship have usually resulted in an amicable adjustment of



the school budgets. There are instances, however, where an acute situation has arisen between the civic bodies striving for lower tax rates and the board of education. Such a situation has arisen in Philadelphia where the school budget for 1933 was reduced by \$2,360,000 over the previous year and where the civic bodies encouraged by the public press insist upon further reductions.

The Philadelphia board of education has made it clear that further reductions in school costs cannot be entertained without impairing the high standards which obtain in that city.

In defense of its policy to adhere to a tax rate which is 5 cents lower than the \$1 tax allowed under the law, the board advances the following: "In the proportion of salaries taken for administration, Philadelphia ranks ninth. Eight other cities spend a greater proportion of their funds for supervision. The Philadelphia figure is 4.7 per cent, while in New York 5.29 per cent goes for administration and in Pittsburgh 7.1 per cent.

There are 189 cities in the United States with populations of 50,000 or more. Philadelphia is the lowest of them all, except for four cities, in the proportion of taxes going for education; in other words, a larger proportion of the city taxes here goes for other than educational purposes than in any other metropolitan cities, except Miami, Savannah, Jersey City and Galveston.

The quality of education given in Philadelphia high schools is equal to that of the best private preparatory schools, but costs much less. The average tuition in a private school is \$350 to \$400 a year, whereas the cost per pupil in Philadelphia high schools is only \$161 a year.

It is evident from the discussions engaged in by the various city boards of education that, while economies have become the order of the day, all unwarranted reductions in school budgets will be strenuously resisted. The citizenship that stands behind the nation's schools is firm in maintaining their standards of service.

### ***Public-School Administration and Private Enterprise***

IT HAS become traditional in this country that public undertakings must not compete with private enterprise. The question of government interference with the projects of individuals asserts itself also in the school field, causing dissension and controversy.

Occasionally a restaurant keeper objects to the operations of the school cafeteria. The owner of a lunch-counter wagon drawn into the vicinity of a high school protests loudly when orders are given that pupils must remain on the school premises and patronize the school cafeteria or bring their luncheons along from home. In all these controversies between public and private interests the school authorities must be guided by the interests of the physical and mental welfare of the pupil and the good discipline of the school as a whole.

The disposition of the surplus products of the vocational schools also causes differences. The local merchant protests the sale of furniture made in the public trade school. He regards such sale as an unfair competition. He holds that he is a taxpayer who supports the schools and that such schools have no right to compete with private enterprise.

The issue sometimes results in serious consequences. At Tampa, Florida, a teacher of printing in the local vocational school was dismissed because it was alleged that he accepted printing jobs from the outside and thus competed with local printing plants.

As a rule, the household paraphernalia turned out in vocational schools constitute minor items and are regarded as samples of what pupils can produce rather than as articles of competition. No well-organized school will deliberately compete with private enterprise as a matter of gain. The proceeds are usually devoted to school interests and in nowise become a matter of personal profit.

While it would be inconsistent on the part of the schools to deliberately compete with the manufacturing and commercial interests of the community, it remains also that the school authorities cannot allow private interests to interfere with policies designed to maintain the efficiency of the school and the interests of the pupils.

### ***Guarding Against Harmful School Publicity***

THE taxpaying public has a right to know how its schools are being conducted and how public funds are being expended. This right implies that the press, as the representative of the public, has the right of access to all news matter pertaining to school activities.

There is, however, a dividing line between school news which is favorable and that which is unfavorable. To be more specific there is such a thing as harmful publicity as well as desirable publicity. The dividing line must be observed. It does mean, however, that shortcomings ordinarily subject to criticism or reprimand may find adjustment without shouting them from the housetops.

It happens quite frequently in board-of-education deliberations that some member, in the heat of debate, voices his criticisms in language that makes a good news story for the public press. But corrective measures can usually be effected without public challenge and sensational debate. Adjustments are better made in the quiet of personal contact than in forensic argument designed to exalt the speaker rather than determine the question. Those who are in charge of dispensing school news must decide between that which may prove harmful and that which is beneficial.

At this point it must be borne in mind that the prestige of the school system must be subserved in the interest of the pupil constituency. It follows that if the prestige of the superintendent, principal, or teacher is attacked the good discipline of the school is being undermined. This does not mean that any derelictions on the part of the professional factors must be condoned.

In the nature of things the activities of a school system are subject to recognition in the news columns of the local press. Frequently a reporter or an editor who learns of a fact which may lend itself to an interesting newspaper story will forego the publication of the same if he believes that harmful results may follow. But this considerate attitude is not followed by all newspaper men. The discrimination must be exercised at first hand by those who are authorized to give out school news and who are in a position to caution against harmful publicity.

### ***Suppressing High-School Fraternities***

THE school authorities throughout the United States are practically of one mind as to the baneful influences of the secret societies in student life. Definite rules adopted by boards of education, and even state laws, forbidding the formation of secret fraternities within the schools prevail quite generally throughout the country.

It may be of some interest to note how some of the school authorities have met the problem in a more recent day. The board of education of Boise, Idaho, for instance, recently adopted a rule forbidding the operation of secret fraternities in the local high schools. The decision was based upon a referendum vote by the parents.

The Boise school authorities, in securing an expression, presented the question in the form of a pamphlet which contained the arguments in favor as well as those opposed to fraternities and sororities.

Thus, parents were told of the chief claims made for the fraternities, namely, that they develop the social phase of pupil life, gratify the organizing instinct, the secret tendency, foster lasting friendships, and so on.

But they are also told the other side of the story which constitutes a severe indictment of the fraternity idea. Here the parents are plainly told that such secret organizations are undemocratic, inculcate false standards of life, lower scholarships, and lower the efficiency of the school.

Added to these general observations is the testimony of leading educators who are practically of one mind in their condemnation of the high-school fraternities. They assert that these organizations cultivate snobbery, school politics, poor scholarship, create problems in discipline, and a false outlook upon life.

Where the public, or rather the parents, are uninformed and therefore divided as to the desirability or undesirability of the fraternities, it is well to present the whole subject in an impartial and complete manner. The thoughtful parent will soon come to the understanding and appreciation that secret pupil organizations cannot be tolerated within the precincts of a well-ordered school system.



## SUPERINTENDENTS WILL MEET IN MINNEAPOLIS

"New Frontiers for American Life" is the significant theme selected by President M. C. Potter for the sixty-third annual meeting of the Department of Superintendence, in Minneapolis, February 25 to March 2. It is the belief of Mr. Potter and the officers of the Department that the solution of educational problems arising from the rapidly changing social, industrial, and economic conditions in the United States demand the pioneering courage and self-sacrifice on the part of superintendents and other school executives. The program for the Minneapolis convention has been developed in a courageous attempt to frankly face every difficulty confronting the schools in 1933 and in subsequent years.

Minneapolis has a beautiful new convention hall, conveniently located near the hotels in the business center of the city. Ample exhibit space for the educational and commercial exhibits is located in the same building. The following are the important addresses at the general sessions:

The Challenge to Democracy in Our New Frontiers.  
The New Frontier's Challenge to Education.

Educational Frontiers from an International Viewpoint.

Administration of Education on the New Frontiers.

Educational Materials for the New Frontiers.

Secondary and Higher Education for the New Frontiers.

Adult and Extension Education for New Frontiers.

Following are the more important organizations and allied departments that will meet before or during the convention:

American Educational Research Association; Department of Elementary-School Principals; Department of Rural Education; Department of Secondary-School Principals; Department of Supervisors and Directors of Instruction; National Association of High-School Inspectors and Supervisors; National Council of Education; National Council of State Superintendents and Commissioners of Education; National Society for the Study of Education; National Society of College Teachers of Education.

The Department of Superintendence will have no official headquarters hotel but registration and other offices will be located in the Minneapolis Auditorium. Special railroad tickets will be sold at one and one-half fare for the round trip and the sale will extend from February 19 to 27. Identification certificates may be obtained from the Secretary of the National Education Association at Washington, D. C.

Among the special discussion groups during the week will be the following:

### Tuesday Group:

Emergency Economies in School Administration, Charles S. Meek, Toledo, Ohio, chairman.

New Frontiers in the Business Administration of Schools, John A. Sexton, Pasadena, Calif., chairman.  
Professionally Versus Politically Dominated School Districts, E. E. Oberholtzer, Houston, Texas, chairman.

### Wednesday Group:

Financing Education in the Larger Cities, Charles B. Glenn, Birmingham, Ala., chairman.

Financing Education in the Smaller Cities, Frank A. Jensen, Rockford, Ill., chairman.

Public Relations—A Frontier Problem, E. C. Broome, Philadelphia, Pa., chairman.

Assistant Superintendents, Stephen F. Bayne, New York City, chairman.

Meeting the Emergency in State School Systems, Albert S. Cook, Baltimore, Md., chairman.

## THE HICK SUPERINTENDENT WRITES A LETTER

### Dear Editor:

Young Leslie Forget who attends a little one-room rural school back up in the mountains and is in the fourth grade, decided a week or two ago, to take a day off to visit friends in the village, with the results that the first thing we knew he had strayed into a French class in the local high school where the discipline was not of the type of which he was familiar. Leslie watched the proceedings with great interest. Finally, at the close of the period, he remarked to the teacher, "I enjoyed my

visit very much, but I think you ought to punish some of those older boys."

Do you know, Editor, there are a whole lot of people in this world these days who feel just as Leslie did. They want to tell us how to run schools when they themselves have very little knowledge of what the real problems are. Their intentions are of the very best, but like the lad from the hills, they see only a very small part of the picture. They frequently suggest simple methods for reducing expenditures which, when carried out, do accomplish certain beneficial results, but in so doing weaken the entire system.

## ON to Minneapolis!

### DEPARTMENT OF SUPERINTENDENCE

Minneapolis, Minnesota

February 25 to March 2, 1933

M. C. Potter, Milwaukee, Wis.

The Department of Superintendence of the National Education Association is undoubtedly one of the strongest factors for shaping educational theory and practice in the whole field of education today. Embracing in its membership not only chief executives and supervisory officers of the public schools but leaders in educational philosophy in the colleges and universities, it is in a peculiarly strategic position to guide and direct the educational thought of America. The evidence of its influence is to be seen in the smallest rural school as well as in the largest university. Through its conventions, its publications in the field of administration and the curriculum, and its contributions to research, whereby it has become possible for the school administrator to place before the public an accurate picture of educational conditions and needs and to provide a proper perspective for the support of educational policies, it has done much to improve educational conditions throughout America. The Yearbooks of the Department of Superintendence have become the accepted guides in local curriculum making everywhere, and its series of research bulletins has probably been more effective than any other factor in winning financial support for the schools and improving administrative practice generally. An organization which can accomplish what the Department of Superintendence has been able to do for its constituents and for the entire field of education is deserving of the most loyal support of the profession everywhere. Because of the great emergency which the schools of America are now facing, the forthcoming convention of the department in Minneapolis, during the week of February 26, will undoubtedly be of utmost significance for the future of education.

The theme chosen by the Executive Committee for the Minneapolis convention is **NEW FRONTIERS FOR AMERICAN LIFE**. That we are face to face with new frontiers in our economic, political, and social life scarcely anyone will deny. Perhaps never in all our history have we been so solicitous for the future welfare of America, nor so confident that in our hands and hearts lie the material and spiritual elements with which a newer and better civilization shall be erected.

We are undoubtedly on the eve of farther-reaching social changes than we have yet witnessed in our lifetime. With such a prospect, education which aims merely to adapt the individual to his present surroundings cannot suffice. Education for adaptability rather than education for adaptation must be our purpose. Mastery of fixed conditions means safety and survival so long as those conditions do not change. Change of conditions necessitates for survival of the inhabitants a flexibility, a readiness for correlative change and adaptability.

Adaptability is the characteristic of expanding states. It has always characterized America outside of schoolhouses. Wistful retrospection has characterized many schools and school curricula. Teachers have emulated Lot's wife in looking backward. In most schools scholarship, an indispensable tool in digging small fields, has been the goal, yet scholarship in itself is not education. Many scholarly men are clearly uneducated. The frontier labelled them "educated fools." A truly educated man may have no special scholarship. Schools long looked only toward scholarship. It is an important detail in education. Education may contain it, but it may not contain education.

The frontier was a great educational agency. Healthy states of the world have had free frontiers for the restless. Their absence has historically meant national disease and ultimate death. The American frontier vanished in 1890. Our nation must hereafter digest its own irritant toxins which formerly escaped to the frontiers. If adaptability is not to cease, and if freedom and individualism and a healthy national life are to survive, there must be devised some suitable substitute for the vanished frontier. The artificial imitation or restoration of any feature of nature is vastly expensive. To afford frontier opportunities to children is the school's most important and most costly task to which leaders in education are now devoting their magnificent energies. General interest in the work of the department will be manifested by school people in attendance, and to an almost equal extent by the press and pulpit, and parent-teacher groups. "On to Minneapolis" is the month's educational slogan!

But that is not what I am writing you about. My real reason for this letter tonight is to tell you, it looks now as if nothing outside of a severe illness is going to prevent me from attending the big meeting of the Department of Superintendence in Minneapolis—depression or no depression.

You see, this is the way I look at it. When two teams face each other on a football field, the first thing each does is to go into a huddle where the players pool interests and lend each other encouragement. According to H. G. Wells, civilization is witnessing a race between catastrophe and edu-

(Continued on Page 66)





35,000 square feet of Sealex Floors were chosen for the new buildings of the State Normal School at Trenton, N. J. *Architects:* Guilbert and Betelle, Newark, N. J. *Linoleum Contractors:* Newark Parquet Flooring Co. and Swern & Co. When Sealex materials are installed by an authorized contractor of Bonded Floors or Bonded Walls, they are backed by Guaranty Bonds.



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## School Law

### School District Government

A county school board should be held to the same degree of integrity and liability as an individual in its acts as a corporate body.—*Board of Public Instruction for Lafayette County v. First National Bank*, 143 Southern reporter 738, Fla.

The votes cast at an election for the director of a school district by persons who were not qualified electors of the district were held illegal (Kans. revised statutes of 1923, §§ 72-404; and the Constitution, art. 5, § 1).—*Gentry v. Hornung*, 15 Pacific reporter (2d) 445, Kans.

A school-district trustee may withdraw his resignation before it is acted on by the county board of education.—*Ellis v. Van Horn*, 53 Southwestern reporter (2d) 367, 245 Ky. 206.

The repossession of a paper on which a resignation as school-district trustee was written was unnecessary, where the resignation was orally withdrawn before acted on.—*Ellis v. Van Horn*, 53 Southwestern reporter (2d) 367, 245 Ky. 206.

The reasons for a school-district trustee's tender of resignation and withdrawal of it are immaterial.—*Ellis v. Van Horn*, 53 Southwestern reporter (2d) 367, 245 Ky. 206.

A county board of education's attempt to select the successor of a school-district trustee who withdrew his resignation before it was acted on was held void.—*Ellis v. Van Horn*, 53 Southwestern reporter (2d) 367, 245 Ky. 206.

### School-District Taxation

A bank's loan of money to a county school board to pay the expenses of operating the county schools when the money borrowed by the board during the previous scholastic year had not been repaid and over 80 per cent of the estimate for the year had already been borrowed, was held validated by a curative act (Fla. laws of 1921, c. 8549; Fla. complete laws of 1927, §§ 496, 566).—*Board of Public Instruction for Lafayette County v. First National Bank*, 143 Southern reporter 738, Fla.

### Teachers

The resignation of a school-district trustee did not annul the previous recommendation of a person for employment as a teacher.—*Ellis v. Van Horn*, 53 Southwestern reporter (2d) 367, 245 Ky. 206.

The attempted employment by the county board of

education as teacher for a school district of a person other than the one recommended by the trustee for the district was held void.—*Ellis v. Van Horn*, 53 Southwestern reporter (2d) 367, 245 Ky. 206.

A statute prohibiting the dismissal of a permanent teacher, except for cause, was held applicable to all teachers, though elected before enactment (Calif. school code, 5.650, repealed and reenacted by the Calif. statutes of 1931, p. 1395).—*Cullen v. Board of Education of City and County of San Francisco*, 15 Pacific reporter (2d) 227, Calif. App.

The right of tenure does not guarantee that a teacher be retained in a particular school or assigned to teach particular classes (Calif. school code, 5.500, 5.650, et. seq., repealed and reenacted by the statutes of 1931, pp. 1394, 1395; the statutes of 1931, p. 3057, § 135).—*Cullen v. Board of Education of City and County of San Francisco*, 15 Pacific reporter (2d) 227, Calif. App.

A San Francisco teacher, duly classified as a permanent teacher, could not be removed without cause (Calif. school code, §§ 5.500, 5.650, et. seq., repealed and reenacted by the Calif. statutes of 1931, pp. 1394, 1395; the statutes of 1931, p. 3057, § 135).—*Cullen v. Board of Education of City and County of San Francisco*, 15 Pacific reporter (2d) 227, Calif. App.

One duly classified as a permanent teacher, and assigned to both day and evening high schools in San Francisco for not exceeding eight hours daily, was held to have one "position" from which a teacher could not be removed without cause (Calif. school code, §§ 5.500, 5.650, et. seq., repealed and reenacted by the Calif. statutes of 1931, pp. 1394, 1395; the statutes of 1931, p. 3057, § 135).—*Cullen v. Board of Education of City and County of San Francisco*, 15 Pacific reporter (2d) 227, Calif. App.

A statute authorizing the board of education to hire and contract with teachers, principals, and superintendents, by implication grants the board authority to dismiss for adequate cause.—*Independent Dist. No. 63 of Gregory v. Deibert*, 244 Northwestern reporter 656, S.Dak.

In an action by a board of education to oust the superintendent, who refused to surrender the position after a resolution of dismissal, the defendant could not litigate nor review the rightfulness of the dismissal.—*Independent Dist. No. 63 of Gregory v. Deibert*, 244 Northwestern reporter 656, S. Dak.

The board of education of Alexandria, Ind., was sued by a parent for injuries received by his 6-year-old boy on the school playgrounds and received an adverse verdict. The court fixed the damage at \$2,500.

## School Finance and Taxation

### PRINCIPLES GOVERNING THE CURTAILMENT OF AN EDUCATIONAL PROGRAM DURING THE DEPRESSION

During a period of economic depression, through which the country is now passing, it is necessary that school authorities scrutinize carefully the activities that may be suspended, without causing permanent injury to the education of pupils in the schools. Complacency is not the attitude that the times demand of those responsible for the education of the next generation. Much publicity is given to the great increase in costs of public education, but those loudest in a demand for a decrease in expenditures for public schools are silent when expenditures for other government functions are discussed. The cost of schools has increased greatly during the past decade. We are conscious of the cost of the schools when we pay taxes, but we are not so conscious of the increase in the cost of luxuries that we consume in large amounts.

Dr. C. R. Maxwell, dean of the College of Education of the University of Wyoming, speaking recently before the Wyoming Education Association at its meeting in Thermopolis, stressed the point that professional educators, who are responsible for the administration of the schools, must use every means at their command to prevent the emasculation of the excellent school system which has been developed in various commonwealths of the country. He held that during this present period we must analyze our expenditures and be in a position to justify any curtailments in the program. He spoke in part, as follows:

"As a basis for the consideration of the curtailment of our educational programs, the following principles are enunciated:

"1. Educational activities should be eliminated if the purposes of such activities are not clearly envisaged by the school system.

"2. Activities should be eliminated that meet the needs of a small number of the school population and are expensive to operate.

"3. Activities should be eliminated if their abandonment for a short period of time would cause no permanent injury to the educational development of pupils.

(Continued on Page 50)





## This Job Of Keeping Things Clean

**A**PPROXIMATELY one-third of the world's working time is spent in keeping things clean. Cleaning ranks as one of the world's greatest industries. It affects practically everything we do and with which we come in contact.

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WE GUARANTEE, with the use of Liqua-San "C" in your school, a reduction in handwashing costs of at least 33 1/3%. Can you afford to ignore this definite guaranteed saving in this year of careful spending? Write for descriptive booklet.

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(Continued from Page 48)

"4. Activities should be suspended which can most easily be resumed when additional funds are again available.

"From the negative point of view:

"1. Activities should not be discontinued because of the criticism of their outcome on the part of any group with special interests.

"2. Activities should not be discontinued on the basis of the recency of introduction into a school system.

"3. Activities should not be discontinued on the basis of expenses alone if these activities meet the needs of a large segment of the school population."

### FINANCING EDUCATION IN EL PASO, TEXAS

For the current school year, the city administration has notified the El Paso school board that no more than \$500,000 of local tax money is available for use in running the schools. Together with the \$400,000 from the state apportionment, this sum means a total of \$900,000, as compared with \$1,222,000 during the previous year.

Since the total saving, in order to remain within so limited an appropriation, had to come from maintenance and teachers' salaries, the board has declared a straight cut of 25 per cent in the salaries of regular employees, plus additional slashes for those who have other sources of income. New teachers employed have been placed on a low pay rate.

### FINANCING EDUCATION IN NEW JERSEY

We are in the midst of changes in the financing of public education which are as significant as the changes which occurred in most of the states during the period from 1830 to 1860 and which occurred in New Jersey between 1811 and 1867. The transformation has occurred in the direction of a shifting of the burden of support of at least the basic program of education from the community to the state.

Dr. Paul R. Mort, in a talk on the "Financing of Education in New Jersey" before the New Jersey Teachers' Association at Atlantic City, discusses the subject, taking up the changes which have occurred in the financing of education in five states and the lack of stability of adequate financial systems under the present depression. He said in part:

"Analysis of the demands of the equalization principle in the State of New Jersey shows that the state should guarantee to every boy and girl within its bounds a minimum program of education which would cost in the neighborhood of \$3,000 for all current ex-

penditures of the elementary classroom. This is the type of program which districts of average wealth are now supporting.

"When we examine the actual educational programs being offered in the state, we find that there are many communities falling short of a desirable minimum. As a matter of fact, approximately half of the children in the state are experiencing less desirable programs than the acceptable minimum. The task of reaching a satisfactory program in the state is a task not only of reorganizing present finance, but in the long run of actually improving the educational status of many communities.

"The present system of state support is more a gesture than a reality. Excepting as it operates to bring about equalization within counties, its equalizing effects have fallen far short of the desirable. As a matter of fact, all but approximately \$2,500,000 of the \$23,000,000 distributed by the state each year is returned to the counties which provided the fund. The overlooking of this fact has tended to give New Jersey a place in state school support which it has not deserved. The beginning task in New Jersey is a larger one than a first examination of its actual status in school support would seem to indicate. Also, the fact that the support of public education comes almost entirely from the property tax raises an issue in the problem of state school finance which must be faced. New funds must be obtained to bring about a proper equalization of the support of a satisfactory minimum program in the state and the new funds must be obtained from sources other than the property tax.

"The present need is for a continuance of the policy of operating on the basis of handing out whatever yield a given tax provides and to accept the responsibility of finding a satisfactory minimum program and the necessary support for that program. It demands that the present state-support system shall give way to a real system which will not be a county system of school support in disguise."

### SCHOOL SUPPORT DEPENDS ON CITY TAXPAYER

The support of the schools rests directly on the city taxpayer, according to a statement made by Mr. E. M. Foster, chief of the division of statistics, of the U. S. Office of Education at Washington. The statement which was contained in a recent issue of the *United States Daily*, showed that only 14 per cent of city revenues come from the state, while 5 per cent come from the county. More than 77 per cent of the school revenue goes for instruction.

Although public education is recognized as a state function, said Mr. Foster, the burden of supporting the

schools of a city rests directly upon the city taxpayer, irrespective of its ability to support schools in comparison with the ability of other cities and school districts. Only 14 per cent of the school-revenue receipts for schools in cities having a population of 10,000 and more comes from the state, and 5 per cent from the county. Including nine tenths of one per cent derived from other school districts, and two tenths of one per cent from the Federal Government for vocational education, 79.9 per cent of the school funds in these cities is derived from local sources.

In cities of 10,000 population and more, it is found that the sources of school-revenue receipts changed somewhat in relative amounts from 1922 to 1930. Income from the Federal Government for vocational work increased from a little less than two tenths of one per cent to a little more than two tenths of one per cent. The state provided only six tenths of one per cent more in 1930 than in 1922, and the county one tenth more. Tuition increased four tenths of one per cent.

The per cent derived from general property taxes and city appropriations for current expenses shows a decrease of almost 5 per cent, while the per cent derived from local taxation for debt increased 3.7 per cent. The total proportion derived from local sources decreased from 81 per cent in 1922, to 79.9 per cent in 1930.

With respect to total income, revenue and nonrevenue, the per cent from loans and bond sales dropped steadily from 19.9 per cent in 1922, to 9.6 per cent in 1928, but in 1930 rose to 12.7 per cent.

In cities having a population of 10,000 and more, 3.3 per cent of the current expenses in 1930 were charged to general control, 77.2 per cent to instruction, 9.6 per cent to operation, 4.3 per cent to maintenance, 3.1 per cent to auxiliary agencies, and 2.5 per cent to fixed charges. Of the grand total outlay exclusive of bonds, 76.7 per cent is for current expenses, 16.7 per cent for capital outlay, and 6.6 per cent for interest.

### SCHOOL FINANCE AND TAXATION

♦ Syracuse, N. Y. Following a conference with the mayor, the board of education has acceded to a request to cut the 1933 school budget to \$3,450,000, or \$300,000 less than the year 1932. The tentative budget, as outlined by Supt. G. C. Alverson, called for an appropriation of \$3,700,000, or \$50,000 below the estimate of 1932.

♦ Joliet, Ill. The school board has proposed a downward revision of the 1933 budget in order to make its expenditures conform to the available income. The finance committee has prepared a schedule

(Concluded on Page 52)



# ★ EARLY AMERICAN SCHOOLHOUSES ★

**T**HIS little white brick building was attended by a future general and president of the United States, Ulysses Simpson Grant. It was erected about 1827 and was what was known as a subscription school.

Grant in his "Memoirs" states that he attended the subscription schools of Georgetown from the age of five (he was born in 1822) to the age of seventeen.

He refers to the fact that the schools were very indifferent and the scholars unclassified. One teacher would have thirty to forty pupils, ranging from tots learning their A, B, C's to girls and boys of eighteen to twenty.

Writes Grant: "I never saw an algebra or other mathematical work higher than the arithmetic in Georgetown until after I was appointed to West Point."

The wooden bench and table used by Grant are still to be seen in the schoolhouse which is now used as a museum in his memory.

★ ★ ★

**A VIVID CONTRAST.** The primitive schoolhouses which so many of our illustrious forefathers attended present a vivid contrast with those of today. Compare, for example, the U. S. Grant schoolhouse of a century ago with the recently completed New Britain, Connecticut, High School shown below. Both

*Library of the New Britain,  
Connecticut, High School*



*The U. S. Grant Schoolhouse, Georgetown, Ohio.*

are representative of their times. Typical of the finest-quality, modern equipment which goes into present day schoolhouses is the linoleum which covers the floors of the New Britain High School. This is Sloane-Blabon green jaspé linoleum.

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If you are interested in new floors we shall be glad to send you complete information about Sloane-Blabon Linoleum—recent installations, reproductions of the newest colors and patterns and the comprehensive book shown below. Write W. & J. Sloane, 577 Fifth Avenue, New York, sole selling agents.

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Early American Schoolhouses*

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Can your teachers work with larger classes if they cannot have enough good textbooks to go around?

A cut in your textbook appropriation handicaps them both and effects no appreciable savings. The best of modern textbooks can be provided at a cost of not over 5 cents a week per pupil enrolled—an insignificant amount compared with other items in the average school budget.

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Otter River Board Company...Otter River, Mass.

(Concluded from Page 50)

of reductions, which includes a month's loss of pay to teachers, a month's loss of pay to janitors, and a shortening of the school term by two weeks. While the budget calls for \$595,000, it was explained that the income of the schools will be \$100,000 less than the estimate of expenditures.

♦ East Orange, N. J. The board of education has effected a saving of approximately \$100,000 in the school budget for 1933-34. The reduction will be effected by reductions in teachers' salaries and by various other economies in school operating expenses.

♦ Madison, Wis. The school board has adopted a revised budget for the school year 1933, with a total reduction of \$206,117 in appropriations. The salary item of the budget has been reduced by \$163,158, and all teachers will be asked to sign waivers in order to put the salary cuts into effect.

♦ The Tennessee Public School Officers' Association, at its meeting in Nashville, discussed the financial problems of the state's school system. Supt. R. L. Jones, of Memphis, discussed "Adequate Support for the Schools"; William McNeely, of Springfield, "Do Expenditures for Education Make for Prosperity and Power"; and Supt. H. F. Srygley, of Nashville, took up "Enrichment of Opportunities in City Schools Despite the Depression."

♦ Wausau, Wis. President J. H. Kolter of the board of education has called attention to the need of a greatly reduced budget during the school year 1933, because of a reduction of 10 per cent in state aid and a cut in school appropriations ordered by the city council. All teachers and school employees were asked to lend their cooperation in meeting the financial situation in which the schools find themselves.

♦ Knoxville, Tenn. The school board and the city officials are involved in a controversy over a proposed \$100,000 reduction in the city schools budget. No salary cut has been asked of the teachers, but a demand was made for a reduction in the school budget. Mr. A. E. Mitchell, president of the school board, pointed out that the schools will be operated during the school year 1933-34 with a saving of \$75,000 to \$100,000, through the cooperation of teachers and principals.

♦ Detroit, Mich. The board of education has approved a school budget of \$14,207,862 for the school year 1933-34. In approving the estimate, the board asked the city council to return the school term to ten months, if possible, which would add \$2,314,000 to the total amount. The board plans to spend \$19,559,487 during the fiscal year, which is an increase of \$1,-

331,689 in the taxable portion of the budget. The largest item restored to the budget was \$90,000 for school-building repairs.

♦ Baltimore, Md. The school board has begun plans for a reorganization of the school system to meet a cut of \$671,495 in the school appropriation made in the city budget for 1933. A general policy governing the reorganization program has been adopted by the special committee appointed to carry on the work.

♦ Bridgeport, Conn. In striving to effect a cut of \$250,000 in the school budget for 1933, the board of education has voted to dismiss all teachers over 65 who are eligible for pensioning. The action came as a sequel to a previous decision to dispense with married women teachers at the end of the present year. In the direction of salary economies, the board has proposed the elimination of some supervisors, coaching salaries, and other supplemental activities, altogether eliminating about fifty salaries from the schedule.

♦ Pittsburgh, Pa. After long discussion, the board of education has decided to consider the reopening of its school tax levy of 11¼ mills which had been the object of controversy by the county real estate owners' association and the local taxpayers' league. In a statement to a group of business and taxpaying organizations, President Marcus Aaron of the board defied threats of legislative action for the dissolution of the present board of education and contended that he and the members of the board were guarding the rights of the school children of the city.

♦ Governor Roosevelt's state budget committee of New York state, composed of representatives of business and civic organizations, has recommended heavy cuts in educational appropriations and curtailment of the state payroll as principal items in a new economy program calling for drastic reductions of the New York budget for 1933-34.

The committee recommended substantial reductions in the departments of education, public works, and mental hygiene. A saving in the educational field alone of \$22,000,000 will be effected through curtailment of state aid for the support of education in school districts and municipalities.

♦ Philadelphia, Pa. The board of education, through its business department, has recently discontinued 58 school cafeterias and lunchrooms, as an economy measure. The board operates a \$1,000,000-a-year restaurant business, with 37 cafeterias in junior and senior high schools, and 25 in elementary schools. All of the lunchrooms are operated on a no-profit basis and do a gross annual business of from \$900,000 to \$1,000,000. Each

cafeteria must be entirely self-supporting, and if it is not, it is discontinued.

♦ Cleveland, Ohio. An additional cut of nearly \$1,000,000 will be made in the operating expenses of the schools, provided the school board approves the 1933 maintenance program. A warning was given that the school board faces a deficit of \$2,860,740 if the present rate of operations is maintained this year.

♦ South Portland, Me. The school board has adopted a budget of \$177,208 for the school year 1933, which is a reduction of \$10,000 from the 1932 estimate.

♦ Springfield, Mass. The school board has begun a study of departmental activities and finances, with a view of effecting a number of economies in school operating expenses.

♦ Toledo, Ohio. The board of education has taken steps toward new economies in the operation of the school system during the current school year. The immediate economies, to be effected in various departments other than those having to do with instruction, will reach a total of nearly \$60,000, according to Mr. R. S. Wenzlau, business director of the school board.

♦ Des Moines, Iowa. The school board has approved two school-bond issues, totaling \$170,000. The bonds will be sold before March 1, but the date of the sale is undetermined.

♦ Chicago, Ill. The board of education has received reports from the school department heads, showing how they have cut the 1933 budget estimates. While the total estimates are set at \$74,000,000, the board members plan to make added cuts of about \$11,500,000, including salary cuts.

The board of education now owes \$21,900,000 in back salaries for 1932 and plans have been made to ask the R. F. C. for a loan of that amount. It is expected that no cash will be obtained this year from the 1933 tax levies, which will not be placed in collection until next year.

♦ A radical reorganization of educational supervision and financing in North Dakota has been proposed at the coming session of the North Dakota legislature.

The legislative committee of the State Education Association has prepared a three-point program, which calls for the appointment of a nonsalaried board of education, and the appointment of a commissioner of education to replace the present superintendent system; the creation of a state equalization fund for education; and the diversion of truck and auto license fees from highway to educational fund.

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## Book News

### Golden Leaves

By Arthur I. Gates and Jean Y. Ayer. Cloth, 472 pages, illustrated. Price, 88 cents. The Macmillan Company, New York City.

This is one of the series announced as The Work-Play Books. The authors delve into adventure, folk tales, animal friends, fairy tales, dreams, and the like. Several articles deal with the carrying of the United States mail. A number of stories are told for the humor they contain and others for the lessons they convey. The volume is replete with the choicest literature selected from current books and magazines. The names of the authors quoted are among the most brilliant in the literary field.

The book is bound to fascinate the youthful reader. It is liberally illustrated with two-color plates and presented with mechanical excellence.

### Lexikon der Paedagogik der Gegenwart

Edited by Dr. Joseph Spieler. Two volumes. Vol. I, 688 pp.; Vol. II, 766 pp. Quarto cloth. \$15.20. Herder and Company, Freiburg in Breisgau, Germany.

In nearly 1,500 large, double-column pages this work presents a concise and astonishingly comprehensive statement of the principles and practices of modern education and pedagogy. More than 500 contributors have prepared the 450 main articles or sections into which the work is divided. In addition to the explanation of present-day theory and practice in the immediate subject of the work, there are extensive discussions of related philosophy and social sciences, the history of education, biographical sketches and appreciative discussions of the great educators, etc. The educational systems of the great nations of the world are briefly described, and the special forms of German education are extensively treated. The books have a closer unity of viewpoint and purpose than is found in other similar works because of the fact that the *Weltanschauung* and *Grundprinzipien* are not only colored by the German nationality of the authors and editors but also reflect Catholic philosophy and religious principles.

### The Road to Health

By Herman N. Bundesen, M.D., and Corinne Manry. First Book, Second Book, Cloth, illustrated, 96 and 127 pp. Laidlaw Brothers, Chicago, Ill.

These are primary readers devoted to health educa-

tion. Most of the lessons are illustrated, all the illustrations in Book I and about half of those in Book II being in colors. The reading lessons, which are given a human-interest and personal-interest motive, deal with cleanliness, wholesome food, fresh air, exercise, games, precautions against disease, etc. In the second part of Book I, Mother-Goose rhymes are illustrated and parodied to convey health lessons.

### Administration of the Testing Program

By Clifford Woody and Paul V. Sangren. Cloth, 408 pp. \$2. World Book Company, Yonkers, N. Y.

This book, as its title suggests, deals with the planning and carrying out of a well-rounded testing program for a school system as opposed to haphazard isolated testing. Superintendents will find *Administration of the Testing Program* of assistance in their effort to decide just what they propose to accomplish through their testing program, what sort of tests are needed in their school system, how they should train their teachers to give tests, how to divide the labor of administering and scoring the tests, how to interpret, tabulate, and present the results to their teachers and to the public, how to use the results for the improvement of the teaching in their particular school system.

A valuable chapter in the book points out the dangers to be avoided in using tests and the results of tests. Lastly, under "Present Tendencies in Measurement," are discussed such topics as surveys, local development of tests, making testing a fundamental part of teaching, tests in textbooks, standardized drills, and individual instruction.

The authors call attention to the fact that the book is the result of their experience in administering testing programs and in teaching others how to do so. The book is primarily for administrators, but, of course, will prove to be a valuable textbook for schools of education.

### Karl and Gretel

By Virginia Olcott. Cloth, 168 pp., illustrated. Price, 80 cents. Silver Burdett and Company, Newark, N. J.

The spirit of Germany, ancient and modern, lives in the pages of this supplementary reader for the intermediate grades. We first see Gretel and her folks living in a modern apartment building in Berlin and buying their dinner at a delicatessen shop. A holiday picnic takes them to the Spreewald among medieval farm and village scenery. They move to a farm in the Peace Valley where they meet Karl. Gretel attends the community school, goes on long hikes with Herr Müller, the schoolmaster, and Frau Müller.

The children see parks, coal mines, machine shops,

factories and foundries on the lower Rhine, perfume factories at Cologne, the harbour of Hamburg, lumberyards and sawmills in the Black Forest, grain fields, beet fields, vineyards, sugar factories—in fact, all of modern Germany while they learn much of its history and absorb its spirit from the words and deeds of the characters.

### Lessons in English Essentials

By Annie Ginsberg and Margaret Turnbull. Paper, tablet form, 238 pp. 60 cents. Longmans, Green and Co., New York City.

These lessons provide a year's work in grammar, capitalization, punctuation, and good usage. Explanations, illustrations, and directions to the pupil precede each of the 100 lessons. There is a diagnostic test at the beginning and another at the end of the book and four review tests. The exercises are to be worked out on the printed sheet.

The lessons have been prepared by two high-school teachers presumably for the ninth grade, but they might be used in a lower grade. They would serve the purpose of reviewing grammar in the twelfth grade. No references are made to any other textbook.

### Operation and Effects of a Single Salary Schedule

By Roswell Page Bowles, Ph. D. 140 pp. \$1.50. Published by the Bureau of Publications, Teachers College, Columbia University, New York City.

The author here deals with a much-debated question. He states the problem in the following language: "For the purpose of this study the single salary schedule is defined as a schedule which pays the same salary to teachers with equal training and experience regardless of whether they teach in elementary, junior high, or senior high schools, and which pays larger salaries to teachers, in similar positions, who possess greater amounts of academic and professional training."

Every phase of the subject is discussed. The appendix presents records and reports necessary to keep a continuing check on the operation of the plan. A helpful bibliography on the subject is appended.

In his conclusions the author holds that the single salary schedule will operate successfully and adds: "The single salary schedule principle is recommended to superintendents of schools as being a means of economically securing a better trained, more efficient, satisfied teaching staff. With careful adaptations to suit local conditions, refinements of means for measuring a teacher's worth, and a continuing study of the operation and effects upon the teaching staff the superintendent of schools should be able to get desirable results from inaugurating a single salary schedule."

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**Standards of School Lighting.** Prepared under the joint sponsorship of the Illuminating Engineering Society and the American Institute of Architects. Paper, 38 pages. American Standards Association, 29 West 39th St., New York. A report containing the suggested requirements for a school lighting code. It suggests ranges of illumination values which are desirable for different classes of work, means of avoiding glare and of promoting light reflection, wiring for adequate capacity for typical conditions in schoolrooms, location of lighting outlets, characteristics of good lighting units, values of illumination for various areas of school buildings, and methods of selecting lighting equipment. One chapter is devoted to the problem of artificial lighting.

**A Work Book in Vocabulary Building.** By H. L. Lockwood. Paper, 48 pages. Price, 24 cents. The Macmillan Company, New York City.

Somewhere in the English course, a specific study of words seems to be necessary in order that children may realize the nature of words, the necessity of correct choice of words, and the value of accuracy in pronunciation. The present practical work book contains 43 exercises, covering the most important phases of word study. The book is practically self-teaching and will be found especially helpful by the busy teacher during these times of large classes.

**Comparative Tax Rates of 277 Cities for 1932.** By C. E. Rightor. Paper, 16 pages. Reprinted from the National Municipal Review. The present article, together with the accompanying tables, give in statistical form the tax rates for the current year in 277 cities having more than 30,000 population. The annual tabulation shows up rates but total tax burden has been reduced through lowered property values. The report shows that despite the trend to lower assessments, reductions in many cities have not kept pace with the decline in actual values. This is indicated by the reports of the ratio of assessed value to legal basis for 256 comparable cities, a decrease in 39, and no change in 131 cities.

**Oxford Piano Course.** For schools and individual instruction. Paper, 64 pages each, third and fourth books. Carl Fischer, Inc., Cooper Square, New York City. The careful grading of the earlier books is continued. The selections include extracts from classical as well as recent popular music.

**Elementary English Work Books.** Book three. By P. H. Deffendahl. Paper, 64 pages. The Macmillan Co., New York, Chicago.

This work book for the sixth grade emphasizes letter writing, troublesome words, and provides a rather complete review of capitalization, possessives, and the use of pronouns.

**Estimating Changes in Teachers' Cost of Living.** Circular No. 1, January, 1933. Issued by the research division of the National Education Association, Washington, D. C. The study discusses changes in living costs, emphasizing basic principles and definition of terms, and trends of various factors in the cost of living. The article includes a suggestive table, showing the cost of all items involved in the cost of living and a study of the percentages of total expenditures for the main items in the budgets of workingmen's families and teachers. The article concludes with the decision that the study will show the inadequacy of the ordinary cost of living index for determining trends in the economic status of teachers and for adjusting teachers' salaries.

**The Hot Lunch.** By Marietta Eichelberger. Bulletin No. 4, November, 1932, issued by the Journal of the American Diet-

etic Association. A report of programs conducted by 57 teachers in rural schools who conducted an experiment in food selection and the use of milk as a part of the school lunch. The results of the experiment were satisfactory because it was proved that the children gained in weight, were better in attendance, and maintained their scholarship standards.

**College Salaries, 1932-33.** Bulletin for December 15, 1932, issued by the U. S. Office of Education, Washington, D. C. A report of an extended study of salaries paid to professors, associate professors, assistant professors, instructors, and other members of the faculties of college institutions for the year 1932-33. The replies to the questionnaire gave valuable information on the number of teaching positions, the ordinary range of salaries, the typical salaries paid to full-time faculty members in various ranks, and the change in salaries from 1931-32 to 1932-33.

**A Modern Spanish Course. Part II.** By A. C. Clark and W. O. Williams. Cloth, 156 pp. Peter Reilly Company, Philadelphia, Pa. This book which is a continuation of Part I. aims to give a fairly complete view of Spanish grammar, especially of the finer points, which are necessary for more advanced students. The work has been very practical, both for the student and for those who desire to use it for business purposes. There is a large vocabulary arranged in an interesting manner.

**The Progress of Pupils in the State of Texas.** By Fred C. Ayer. Paper, 35 pp. Price, 25 cents. Research bulletin of the superintendence section of the Texas Teachers' Association. While much has been written about the progress of the public schools, little has been presented showing the actual progress of children in the schools. In this study, Dr. Ayer aims to picture the progress of pupils in the first three grades of Texas schools. The factual content and the problems presented are such as to attract the interest and study of all educators. It deserves careful study and use by lay and professional groups. Superintendents will be interested in the study because of its scientific aspect and the opportunity for examination and criticism.

**English Drill Exercises.** By Mellie John and others. Book I, Book II. Paper, 120 and 96 pp. The Macmillan Company, New York City.

A variety of practice material for high-school English is contained in these two textbook-workbooks. The principles of grammar, composition, and spelling are adequately represented, and there are a number of exercises in précis writing.

**Study-Period Exercises.** For Developing Reading Skills. By Elma A. Neal and Inez Foster. One book for each of grades IV, V and VI. Paper, 64 exercises in each book, 28 cents each. Laidlaw Brothers, Chicago, Ill.

These are very practical workbooks which may accompany any textbook in reading. The exercises are based on subject matter printed on the same page. The exercises are designed to develop ability in: understanding total meaning; following directions; organizing thoughts; vocabulary; memory, answering fact questions by recall, multiple choice, yes-no responses.

**Merchant of Venice.** Paper, 134 pp. Price, 15 cents. Published by the National Library Foundation, Washington, D. C. This latest addition to the Jacket Library contains a complete text of the play and the familiar notes of William J. Rolfe.

**Poems to Live By.** Book Two. By L. H. Petit. Paper, 24 pp. Printed and bound by the Chanute Trade School, Chanute, Kans. The interesting results of a worth-while experiment in compiling an inspirational book of poetry. Most of the poems used

were first printed on cards accompanying the monthly pay checks of the local teachers.

**An Evaluation of History Texts.** A check list by Miriam A. Compton. Paper, 54 pp. Published by the McKinley Publishing Company, Philadelphia, Pa. An aid for school-administrative officials.

### Standard Service Algebra

By G. M. Ruch and F. B. Knight. Cloth, 544 pp. Price, \$1.32. Scott, Foresman & Company, Chicago.

In the preparation of this book, the authors have sought to determine the definite relation between the drill and problem elements of algebra study and the step-by-step development of new topics. They hold that the student who can get a complete insight into the logical principles of algebra will be able to solve problems on the basis of an understanding rather than a blind juggling of symbols. They argue too, that the first objective of algebra study should be an understanding of the equation and an ability to use the formula.

The book is replete with new and interesting devices for making the subject of real live value. New work is clearly indicated by definite ornamental "signs"; difficulties and errors which the student is likely to meet are clearly shown. Individual applications are constantly stressed. Self-testing drills are frequently introduced. Charts in which the student is expected to keep a record of his progress are provided. Very complete semester and chapter reviews of the modern type are introduced to facilitate the work of the teachers and to give the student confidence in his work.

### Corrective English

By D. L. Clark, C. W. Allen, C. B. Harrell, and M. J. Popplewell. Paper, 196 pp. The John C. Winston Company, Chicago, Ill.

This is a workbook providing systematic drills upon fundamental errors and diagnostic and remedial tests. It is especially adapted to the final year of the junior high school or the first two years of the four-year high school.

### Study Period Exercises

For grades four, five, and six. By Elma A. Neal and Inez Foster. Published by Laidlaw Brothers, Chicago and New York.

Recent developments in the field of silent reading have indicated the need of teaching children to use a variety of skills in order to interpret materials for various purposes.

The exercises in this book take the form of reading seat work for use in the intermediate grades. They seek to develop ability in the skills needed by children in these grades, and the lessons center about training in understanding a selection, in following directions, in organizing the thoughts, in broadening the vocabulary, in remembering what is read, and in answering fact questions.

The selections are in narrative, descriptive, and poetic form and the content includes material on fiction, history, geography, citizenship, nature study, thrift, health, character development, and safety. Teachers will find the material useful in training pupils to work without supervision and to follow directions.

**Milton's Selected Poems.** Edited by Albert Perry Walker. Cloth, 408 pages. Published by D. C. Heath & Company, Boston, Mass. This is a reprint of a book first published in 1897 and revised in 1900. It includes "Paradise Lost" and a collection of minor poems.





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## AN INVITATION TO THE AMERICAN EDUCATOR

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IT has been repeated again and again that the task of the educator is, on the whole, an unappreciated one.

Perhaps that is true, but it can hardly be said of us whose contacts with the educator's problems have been many and whose interests in the physical comfort of the school have been sincere.

Our attitude has been one of understanding for the delicate balance which must be preserved between the purely idealistic and the necessarily materialistic viewpoints in school furnishing. It has been an attitude not of a seller to a buyer, but one of sympathetic advice and of helpfulness.

In the solution of the problems which must be met this year we again offer our facilities, our counsel and our assistance, and we invite you—cordially—to visit and consult with us at the N. E. A. Convention in Minneapolis.

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# Promoting Safety in School Busses

F. A. Ogle, Greeley, Colo.

During the present scholastic year the school districts in Weld county, Colorado, are operating about 90 motor busses. These busses transport daily an average of 4,500 children to and from school. The safety of these children is a tremendous responsibility in the estimation of the school authorities.

To safeguard the lives of the children en route to and from school requires a continuous program of safety education. In Weld county, the program has had a number of definite objectives and has been continuously modified to meet conditions.

First, a continuous and persistent effort has been made by the school directors and the county superintendent to secure well-graded, safe highways. This effort has resulted, with the coöperation of the county commissioners, in the grading and graveling of nearly 4,000 miles in highway used by the school busses. The highways are so built that the snow is blown off the grade and leaves the road in fine shape during the winter months. The county superintendent has been responsible for the holding of good-roads meetings that have made possible the coöperation of business organizations, parent-teacher associations, and the county commissioners. In two communities a "good-roads day" was held during which all men of the community worked on the roads. The road crews and the women met at the schoolhouse and prepared a dinner for the men and the children. The school busses in these two districts do not have a single rod of ungraveled highway to travel.

A second important part of the program of education has been the development of an attitude of responsibility on the part of the bus drivers, the school directors, and the principals of the schools. The maintenance of busses in excellent mechanical condition has been insisted upon. Every bus driver has been required to give a bond for the faithful performance of his duty. Through the school paper, attention has been called from time to time to bus accidents; the serious results from loss of life and the possibility of money damages to the district have been emphasized as a means of reducing carelessness.

At the schoolmasters' conferences, such topics as the following have been discussed from time to time: The hazards of transportation of prairie roads of Weld county, how to prevent transportation accidents, cost of transportation, the superintendent's responsibility for safe transportation.

The bus reports, which are required of all drivers, include an account of all expenses, facts concerning the pupils transported, length of routes, mechanical condition of the busses, etc.

Most effective in improving the attitude of drivers toward safety have been a series of articles in the *Weld County Visitor*, the official school paper which is read by all teachers, school-board members, and bus drivers. The following are typical examples:

## SAFETY

In December, 1928, one Weld county pupil was killed and two others injured while under the supervision of school-bus drivers and teachers.

The fact that 20,000 children are being killed annually through accidents may not mean much to you. It should mean a great deal when we are responsible, or partly responsible, for a fatal accident.

Experience has proved that this needless sacrifice of life may be reduced 50 to 75 per cent by a consistent program of safety education. Is it not worth while to save these ten to fifteen thousand children by teaching them the fundamentals of safety? To teach children safety is to teach them not only self-preservation and care for the welfare of their companions, but to teach the art of living successfully with others.

It is not recommended that safety be taught as a special study. It is not a separate consideration but rather an attitude; something that touches all phases of living. Safety provides vital and interesting materials through which the studies in the curriculum may not be taught.

A nation-wide campaign to prevent accidents, that will reach every community in the United States, is soon to begin. That was decided in New York recently at the yearly safety congress of the National Safety Council. More than 8,000 men and women from all sections of the United States attended the meetings.

Last year 95,000 persons were killed and 10,000,000 injured in all kinds of accidents. Among those who lost their lives were 20,000 school children. And nearly all

the accidents would have been prevented by proper care.

Are your bus drivers bonded? Are they careful? I had to drive 40 miles an hour to keep up with a Weld county school-bus driver.

The following article addressed particularly to school trustees and principals was published in October, 1930:

## NOT TOO FAST WITH THAT CARGO

The following is an extract from a letter from the attorney's office regarding the liability of board members in case of transportation accidents:

School districts are by statute authorized to provide transportation for children to and from school, and in so transporting pupils, the district is performing a governmental duty, and is not liable in such cases, the individual members of the board cannot be held personally liable. Provided, however, that the board exercised due diligence in employing a competent driver, and what is due diligence depends upon the circumstances in each case. Do be careful.

A change in the school law afforded an opportunity for the following article to be published in October, 1931.

## NEW SCHOOL-BUS REGULATION

January 1, 1932, all school-bus drivers must be at least 18 years of age.

It is also true that all drivers must give bond. The type of transportation used does not release any driver from the bond requirement.

In Weld county, we have so many school busses that the dread of accidents is a continual worry to administrators. Too much cannot be said to drivers concerning the tremendous responsibility placed upon them. Parents would not be very charitable with people who are administering the transportation of children if any accident should happen because of carelessness. Let "safety first" be your motto.

A personal appeal was made to bus drivers in November, 1931, as follows:

## IT MIGHT BE YOUR CHILD

People who are responsible for the conduct of school-bus drivers should constantly remind all drivers of the increasing danger due to more traffic and a general tendency to drive faster.

Every day we can read of the death or injury of some child, and at some time during the school year, for the last three years, a Weld county pupil has been killed. All school-bus drivers must be warned that anything short of the most careful driving will cost them their jobs.

You should take no risk with the children's lives and health. This mandate applies always and everywhere, but it applies with particular force to the business of transporting children.

All busses should be carefully inspected every day before they leave the garages. All parts should be kept in the best of repair. Negligence in this case is no less than criminal. Don't be guilty.

In September, 1932, further attention was called to the serious results which arose from accidents:

## WHO IS RESPONSIBLE

Last year we had some serious transportation problems. One school bus turned over, school children were frightened and bruised. Fortunately, no one was seriously injured. Later in the year a child was crippled.

The attorney general of Colorado, says, with reference to your letter of May 31, concerning the routes to be taken by your school busses, we wish to state that the board of directors has the power to determine said routes and there is nothing in the law which will require them to provide transportation to the homes of certain children who live off the highway.

The fact that our program is kept constantly before the bus drivers, mechanics, board members, superintendents, and teachers may be the most important consideration of the program. The fact that we transport so many children and have so few accidents is quite gratifying.

A nation that forces, or even permits, its children to go to school to cheap and inefficient teachers, is guilty of an injustice and moral wrong as great as the slavery which required a civil war to abolish it. — C. P. Cary.

## IDAHO'S SCHOOL PROBLEMS

Here are three questions which the Idaho Public School Trustees Association, headed by President T. M. De Coursey, Route 1, Caldwell, presents to the citizenship of the state. These questions are:

"1. Shall we continue the appointive State Board of Education with its appointive Commissioner, and the elective Superintendent with the uncertain status of a board member and executive, with all of the conflicts of authority in the State Department of Education . . . or shall we have representative board control with expert leadership such as we have in our school districts, in our banks and business organizations generally?"

"2. Shall we continue to try to support our public schools on the basis of the unfair local property tax . . . or shall we have relief through state revenues from income and luxury taxes distributed according to the needs of the children and the ability of the taxpayers to pay in the districts of the state?"

"3. Shall we continue to leave our public school and institutional endowments to the political type of administration inherited from the past that peddles the resources for a pittance and dissipates the funds . . . or shall we have business administration for these trusts which will realize the values in the natural resources and guarantee the integrity of the funds derived from them?"

President De Coursey adds: "We must remember that our duties as trustees involve the destiny of children as well as the money of taxpayers. The kind of schools we have in our communities and the example of our own service constitutes the most powerful influence in the lives of our youth. It is hardly worth while to teach citizenship in the classrooms unless we practice citizenship in our governmental affairs, especially in our public schools. How can we explain the closing of our schools to our children if we do nothing to correct the conditions that forced us to close them?"

## NEWS OF OFFICIALS

♦ MR. ALFRED H. KRICK has assumed the office of secretary of the school board, Newark, N. J., after serving for more than twenty years as assistant secretary. Mr. Carl Herrmann has become assistant secretary of the board, succeeding Mr. Krick.

♦ MR. PHIL S. BRADFORD has been elected president of the board of education at Columbus, Ohio, for a third term.

♦ The school board of Worcester, Mass., has reorganized, with the election of WALTER J. COOKSON as president, ALBERT H. FARNSWORTH as vice-president, and JOSEPH BEALS as business manager.

♦ MR. JULIAN WETZEL has been elected president of the school board of Indianapolis, Ind. MRS. MAUD MILLER was elected as vice-president of the board, succeeding Mr. Wetzel.

♦ F. T. APPLEBY, superintendent of schools at Florence, Ala., since 1917, died on December 20, following an operation. Mr. Appleby, who was a graduate of the University of Tennessee and the Alabama Polytechnic Institute, had been connected with the Tusculum schools before going to Florence.

♦ MR. J. LEROY THOMPSON, assistant superintendent of schools of Newburgh, N. Y., has been elected superintendent at Tarrytown, to succeed L. V. Case.

♦ MR. GEORGE J. GRAHAM, 85, superintendent and principal of the high school of Xenia, Ohio, for thirty years, died on December 31, following an attack of heart disease. Mr. Graham became superintendent of schools in 1886 and retired in 1916.

♦ MR. EVERETT MANNING, a member of the board of education of Tulsa, Okla., died on December 2. A resolution of sympathy was adopted by the board of education at a meeting held on December 5.

♦ MR. GEORGE B. HUNTER has been elected secretary of the school board at Johnstown, Pa. The other officers of the board are MR. JAMES D. RUTLEDGE, president, and MR. D. M. S. McFEATERS, vice-president.

♦ MR. G. T. OHL has been reelected president of the board of education of Youngstown, Ohio, for a second term. Other officers elected were GEORGE L. HOPKINS, vice-president, and E. R. WILLIAMS, secretary.

♦ MR. GEORGE W. SHERMAN has been elected president of the board at Akron, Ohio.

♦ MR. EDWARD GOTTSCHALK has been elected president of the board of education of Louisville, Ky., to succeed W. H. Camp.

♦ MR. PAUL BOGART has been reelected as president of the board of education of Terre Haute, Ind.

♦ MR. HORACE L. STEPHENS has been elected president of the board of education at Dayton, Ohio.





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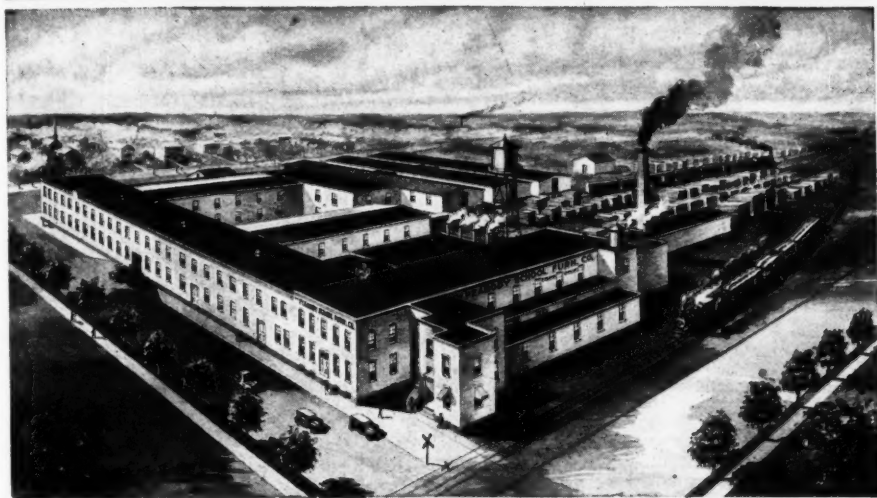
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## School Board News

♦ New Bedford, Mass. Upon the suggestion of Supt. Allen P. Keith, the school board has recently voted for the elimination of postgraduate courses in the high school. The action was taken in line with the curtailment policy of the superintendent, who said that the program for the second semester had been prepared without any provision for such courses.

♦ Assistant City Solicitor E. R. Traver of Cincinnati, Ohio, has recently ruled that a board of education has power to pass rules and regulations excluding children of more than 18 years of age from attendance in school who are academic failures and obstacles to others in the class. The ruling was given to Mr. Samuel W. Fogle, director of child accounting, who had asked whether a 19-year-old pupil could be excluded from school on the ground of academic failure and an obstacle to the rest of his class.

♦ The county court of Chester county, Pa., has recently refused a writ to compel the admission of Negro children to new schools in Easttown and Tredyffrin. The court ruled that proceedings should be brought in the interest of the entire group of Negro children, and instituted by the state attorney general or the district attorney. Raymond P. Alexander, the attorney who brought the proceedings to compel the admission of the children, declared that he would fight the case to the end.

♦ George J. Hambrecht, secretary of the Wisconsin Vocational School Board, has recently received a ruling from the attorney general's department to the effect that, where there is a contest over the office of a school official who *ex officio* represents a city on the board, the official acting in the capacity must serve.

♦ Minneapolis, Minn. A proposal to cut 15 per cent from the 1933 salary of each employee in the schools, but with \$500 of each salary to be exempt from the cut, has been considered by the board. The plan, which was proposed by Supt. C. R. Reed, would make the pay-cut burden more equitable than by a straight percentage cut and would apply to teachers, principals, clerks, administrative officers, and other board employees.

♦ Norwalk, Conn. The board of education has formulated a bill to be presented to the state legislature, in

which it asks to be empowered to select sites and to supervise the erection of buildings used for educational purposes. The proposed bill has for its purpose the better protection of the taxpayers and the placing of full control and authority for school construction in the hands of the school authorities. In the past, this power was held by the city council and the school board had no voice in the erection of any school building.

♦ Salem, Mass. The school board has approved the platoon system for local kindergartens. The new plan, which was proposed by Supt. G. M. Bemis, will result in a saving of \$1,800 for the four months, beginning September 1, and \$4,700 annually in the future.

♦ Pontiac, Mich. The school board recently adopted a suggestion of the superintendent of schools, providing for a sliding scale of salary reductions. The minimum of \$120 in the scale is to apply to a month's wages whether nine, ten, or twelve months of employment. The plan covers both instruction service and general control.

♦ Toledo, Ohio. Mr. David H. Goodwillie, president of the school board, recently suggested that the board review the debt service and consider the issuance of refunding bonds in order to obtain some relief from the heavy fixed-debt load which the board will face this year. Bond maturities for the year will reach nearly \$600,000, and with interest payments, sinking-fund obligations for the year will total about \$1,200,000.

♦ Manitowoc, Wis. The school board has made a reallocation of insurance policies among the city agencies, following a careful study of the entire insurance question. Under the new plan, the amount of fire and tornado insurance has been reduced, all old policies have been canceled, and new policies have been obtained on a three-year basis, with one third of the insurance expiring each year. A considerable saving has been effected in insurance premiums under the new plan.

♦ South Bend, Ind. At the suggestion of Supt. F. E. Allen, the school board has adopted a resolution, providing that only textbooks approved by the state education department or the local school board shall be used by teachers. The action precludes a principal or teacher from writing a textbook and requiring pupils to purchase a copy. Under the rule, a teacher may suggest and recommend a book, but the board must approve its use.

♦ Lawrence, Mass. The school board has adopted a rule, barring the creation of new teaching positions

and the filling of vacancies occurring in the school department, unless recommended by the superintendent of schools. The rule is similar to one in effect last year.

♦ Troy, Ohio. The regular school term will be extended to a nine-month period, provided sufficient funds are given to the schools. Last fall the school term was shortened to eight months, but it was later believed that an improvement in the tax situation would insure the necessary funds and permit the schools to continue for the full period.

♦ St. Louis, Mo. At the suggestion of Supt. Henry J. Gerling, the board of education has voted to establish a branch high school in the Franklin Grade School, in order to relieve the congestion in the high schools. It was explained that, due to the economic depression, students are unable to obtain work and are kept in school longer, which has increased the high-school enrollment beyond all previous records.

♦ Arlington, Mass. Beginning with January, the program of the junior high school has been changed to provide 45 minutes instead of 60 minutes of recitation and study. Under the plan, the supervised study will not be given during the recitation period, but will be offered in two separate study periods, one in the morning and one in the afternoon.

♦ New Bedford, Mass. The school board has proposed a change in administration to meet an anticipated increase in enrollment in the high school at the opening of the new semester. The board has proposed the addition of three teachers to the faculty, or the elimination of postgraduate courses now attended by 150 students.

♦ Duluth, Minn. The expenditure of \$38,500 by the board of education for legal advice and for financing trips of school officials to conventions and conferences has been attacked as illegal in three suits begun in the District Court by Andrew Lindquist, a taxpayer. It was contended that the school board had no authority to employ an attorney because the city attorney is available for advice. Similarly, the suit seeks to recover money paid as expenses for trips to educational conventions made by school officials.

♦ Boston, Mass. The school board, in answer to criticisms for failure to reduce city-government expenses, has challenged the local civic and commercial organizations to cite recommendations for school-budget cuts. A number of these organizations have been invited to meet with the school board and tell how its specifications may be reduced without harm to the school system.

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♦ Pittsburgh, Pa. The city council has ordered an investigation of payroll duplications. The board of education and all city department heads were asked to furnish a list of persons drawing pay from both the city and the school board. The school board, at the request of the city council, will reconsider its 1933 tax levy fixed in December at 11¾ mills, the same as last year.

♦ Newton, Mass. The school board has rejected a proposal that kindergarten instruction be discontinued in order to effect greater economy, as suggested in a report of a survey of the school department expenditures. The survey, which was conducted by a subcommittee, sought to determine how expenditures might be reduced, and revealed that the local school costs are lower than the average of cities of its size. In its report, the committee stressed the principle that reductions in school expenditures must be effected with the greatest care. No temporary economy should be inaugurated which will jeopardize the future of the school system.

♦ Indianapolis, Ind. The school term for the current school year will be shortened, according to a decision of the school board, but its definite length will remain uncertain until factors in the financial situation have become more definite.

The school board adopted a budget for the fiscal year 1932-33 representing appropriations of \$6,535,481 and a tax levy of \$1.087. Upon review by the county board of tax adjustment, the tax levy was reduced to 92 cents and reductions of appropriations were recommended amounting to a total of \$870,000. This reduction brought about a reduction in school revenue and was the reason for a decision to shorten the school year as an economy measure.

## Teachers' Salaries

### SCHOOL SALARIES DOWN 14.6 PER CENT

New York and other North Atlantic states are fortunate in the midst of the depression so far as their public-school facilities are concerned, according to the results of a survey recently made by the United States Department of the Interior.

The report shows that comparative stability in the matter of school expenditures and teachers' salaries has been maintained by the North Atlantic states in the face of sharp changes throughout the country. Eliminations and curtailments of school service have taken place in nearly two thirds of 478 cities of 10,000 population or over throughout the country.

Alabama and Arkansas were the two states hardest hit. In 26 cases, Arkansas schools were entirely abandoned because of lack of funds, while four fifths of her counties closed schools earlier in the term for the same reason. In Alabama, two counties closed their schools in the middle of the term.

Significant findings of the survey for the entire country for the past year show the following average changes:

Enrollment up 1.29 per cent; teaching staff down 2.13 per cent; teachers' salaries down 4.96 per cent; assessed value of property down 7.5 per cent; current expenses down 5.32 per cent; capital outlay down 37.98 per cent; state aid up 2.13 per cent.

In contrast are the figures for the North Atlantic states, among which New York figures. They are: Enrollment, up 0.97 per cent; teaching staff, down 1.30 per cent; teachers' salary budgets, down 0.39 per cent; assessed valuation of property yielding school funds, down 5.62 per cent; current expense, down 1.59 per cent; capital outlay, down 47.10 per cent; state aid, up 5.18 per cent.

School services suffering most frequent curtailment are: Night schools, physical education, nurse service and medical inspection.

Other activities that also have been cut materially are those of supervisors of music, kindergartens, supervisors of art, dental service, manual training and elementary-grade home economics.

Elementary schools are feeling the ax of curtailment to a greater degree than high schools.

### TEACHERS' SALARIES

♦ New Bedford, Mass. Supt. Allen P. Keith has called a meeting of the teaching staff to discuss new wage-cut proposals. The tentative proposal of the superintendent calls for a straight 10-per-cent reduction in salaries, or the donation of a month's work without pay. Principals and teachers were invited to make suggestions for any economies which may be made without impairing school efficiency.

♦ Providence, R. I. The board of education has adopted a recommendation of Supt. A. J. Stoddard, providing for the promotion of 4 school principals and 36 teachers and the appointment of 17 student teachers.

♦ Attleboro, Mass. A salary cut of 10 per cent in teachers' salaries has been ordered by the board of education.

♦ Ames, Iowa. The board of education has adopted a new policy intended eventually to eliminate all married women teachers on the school staff. Under the

new policy, no new teachers who are married will be employed, and teachers who marry will automatically lose their positions. Only those married women teachers who are in need of employment will be retained for the next school year.

♦ Kenosha, Wis. The school board has offered the teachers new contracts covering a four-week period. At the end of that period, new contracts will be issued to the teachers for the school year.

♦ North Abington, Mass. The teachers on the school staff suffered a salary cut of 10 per cent, beginning with January 1. An offer of the teachers to donate 10 per cent of their salaries for welfare work was rejected after other city departments failed to approve the plan.

♦ Waltham, Mass. Teachers and other school employees have accepted a voluntary 8 per cent salary reduction for the fiscal year 1933. Similar action was taken by employees of the city government.

♦ Mr. Henry J. Gerling, superintendent of schools of St. Louis, Mo., has compiled figures, showing that employees of the board of education have contributed a total of \$145,560 to local relief agencies during the year ending December 31, 1932. This amount represented approximately 1.4 per cent of the total amount paid by the board in salaries. Pledges were obtained from employees early in the year and were paid in monthly installments through the superintendent, who transmitted them to the various relief agencies.

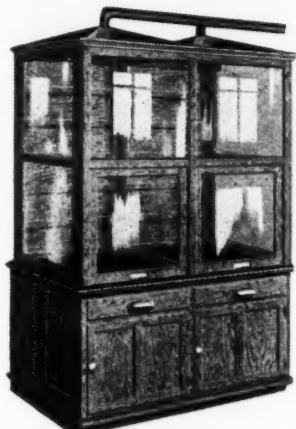
♦ Boston, Mass. The members of the school board, in favoring voluntary contributions averaging 7 per cent of the salaries of teachers and other employees, rather than an arbitrary cut in wages, explained that the temporary solution had been suggested in the belief that the depression would soon be over. The reduction in salaries of school employees had been recommended to the school board by a group of representative civic and commercial organizations which had been invited to suggest how the school budget could be cut.

The postponement of all except emergency expenditures for alterations and repairs of school buildings, suspension or further curtailment of special activities not required by law, and reduction in the cost of administration and supervision of schools were other suggestions.

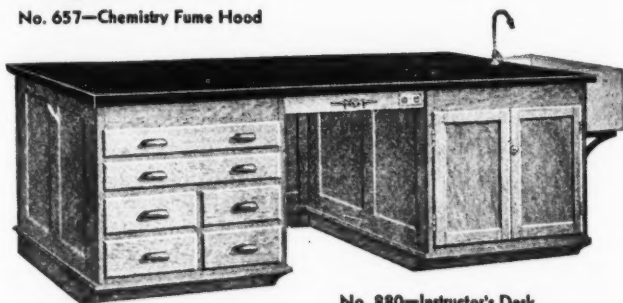
♦ Natick, Mass. Salary reductions for teachers in the public schools were recently favored at a regional conference of the school committees held at the Natick High School. The organizations favored contributions by teachers to assist the town and city treasurers in meeting their expenses. It was explained that a method of cutting the school budget was necessary to meet an enlarged enrollment and increased school expenses.



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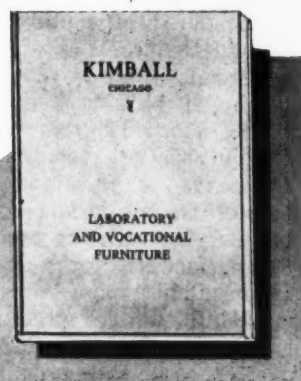
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## THE COST OF SCHOOL TRANSPORTATION IN WASHINGTON

The average cost of transporting a pupil in the State of Washington during the year ending June 30, 1932, was \$26.12, and the state spent a total of \$1,654,702.69 for carrying a total of 63,358 pupils, according to Mr. L. D. Burrus, Director of Research for the State Department of Public Instruction of Washington.

The study which covered 39 counties in the state, gave valuable information concerning the number of school districts providing transportation, the number of routes traveled, the amount of time spent on each one-way trip, the number of pupils transported, the number and character of conveyances used, the number and kind of drivers, and the average yearly cost per route and per pupil.

Of the 39 counties represented in the study, the report showed that 802 out of 1,739 school districts provided transportation for their pupils. The districts maintained 1,879 transportation routes, the drivers traveling an average of 9.2 miles each way and consuming an average of 39.2 minutes on each one-way trip.

In the 39 counties there were 1,376 districts providing bus transportation, 317 providing transportation by car, and 8 by wagon. A total of 719 districts owned their own busses.

A total of 59,194 pupils were transported to school by district conveyances, of whom 21,021 were high-school students, and 38,173 were elementary pupils.

The districts employed 243 pupils and 105 teachers as bus drivers, leaving 1,357 to be selected from other persons in the community. Drivers earned an average monthly salary of \$40.99.

The total amount spent for transportation in all of the 39 counties was \$74,549.42, or an average monthly cost of vehicles of \$85.21, an average yearly cost per route of \$840.95, and an average yearly cost per pupil transported of \$26.12.

## FORDSON SCHOOLS SPREAD CHRISTMAS CHEER

True Christmas spirit with the idea of making other people happy was manifested this year in a fine way by the pupils of the Fordson public schools of Fordson, Mich.

The project, carried out with the assistance of other organizations of the city, sought to emphasize both social and industrial training as inaugurated a year ago by the department of special education, under the direction of the bureau of research and adjustment.

In December, Supt. H. H. Lowery, of the Fordson schools, secured the consent of the board of education

to participate in a project which called for the accumulation of a supply of Christmas toys for distribution at Christmastime. The plan called for the furnishing of a motion picture, and the charging of an admission in the form of an article of clothing, and later another movie with a toy as the admission fee.

As a result of the plan, thousands of pieces of clothing were collected, and the number of toys obtained was so great that tickets were given at the door for toys which had been given.

Three of the school principals were on the movie committee, and one of the administrative staff had charge of the reconditioning of toys, undertaken by the special classes under direct supervision. Another member of the faculty, assisted by two teachers, had charge of the work on clothing materials.

## NATIONAL SCHOOL-BUSINESS OFFICIALS MEET AT PITTSBURGH

The annual meeting of the National Association of Public-School Business Officials will be held May 16-19, at the William Penn Hotel, Pittsburgh, Pa.

The selection of Pittsburgh as the convention city is especially fortunate because it is extremely easy of access from all points and has excellent convention facilities. The William Penn Hotel which has been selected as the headquarters, will provide space for the registration and rooms convenient for the general sessions and for department sessions.

Complete information about the program, the speakers, and the hotels may be obtained from Mr. John S. Mount, secretary of the association, Trenton, N. J.

## PENNSYLVANIA SCHOOL DIRECTORS MEET AT HARRISBURG

The Pennsylvania State School Directors' Association held its thirty-eighth annual meeting January 31 to February 2, at Harrisburg, with Mrs. Joseph Scattergood, president of the association, presiding.

After the reports of the several committees had been read and approved, Mr. Leon D. Metzger, Harrisburg, gave a talk on "Education and Taxation." He was followed by Hon. Dr. J. G. Steedle, and Dr. William T. Foster, who discussed "Scuttling the Schools."

The afternoon session was opened with the reading of the president's report. Dr. James N. Rule, state superintendent of public instruction, gave a talk on "The Defense of the Future." Dr. Francis B. Haas, president of the State Teachers' College, Bloomsburg, talked on "Educational Problems of Current Interest," and C. Valentine Kirby, director of art for the State Education Department, took for his subject, "The Forum: Its Symbolic and Esthetic Significance."

The Thursday morning session opened with the reading of reports from the several committees. Dr. William G. Carr, of the research division of the National Education Association, discussed "Some Principles Basic to School Finance."

## PERSONAL NEWS

♦ SUPT. OTTO RICHTER, of Oconto Falls, Wis., has been reelected for a three-year term as head of the public schools.

♦ MR. JOHN NOVAK has been reemployed as supervisor of school buildings for the board of education of Meriden, Conn.

♦ Three new members took their places as members of the school board of Paducah, Ky. They are J. P. SEGENFELTER, J. A. DOSSETT, and E. S. BARGER.

♦ MR. R. L. CHANNELL, who was for twenty years a member of the school board of Coal township, Jackson, Ohio, died at his home on January 2, at the age of 67, after a long illness.

♦ The school board of Cleveland Heights, Ohio, has reorganized, with the reelection of Mr. JOHN FISH as president.

♦ MR. R. D. NORWOOD has been reelected as president of the school board of Lexington, Ky.

♦ The school board of Toledo, Ohio, has reorganized for the year, with the election of MR. DAVID H. GOODWILLIE as president, MR. H. L. HASKELL as vice-president, and MAY P. FOSTER as clerk-treasurer.

♦ DR. SAMUEL E. FLETCHER has been reelected president of the school board of Springfield, Mass.

♦ MR. WALTER J. COOKSON has been reelected president of the school board of Worcester, Mass.

♦ The school board of Akron, Ohio, has reorganized for the year, with the election of GEORGE W. SHERMAN as president, C. R. FOUST as vice-president, and MRS. IRENE MOSES DEATHERAGE as clerk-treasurer.

♦ DR. C. R. KNOBLE has been reelected president of the school board of Sandusky, Ohio.

♦ The school board of Columbus, Ohio, has reorganized for the year, with MR. P. S. BRADFORD as president, PEARLE P. BAUGHMAN as vice-president, and W. V. DRAKE as clerk-treasurer.

♦ SUPT. JAMES N. MUTR, of Quincy, Mass., has been reelected for another year.

♦ PROF. JOHN A. CARNAGEY, a former school superintendent of Paducah, Ky., died on January 6, at Flint, Mich., after a short illness. Professor Carnagey, who had been a teacher in Indiana and Kentucky for more than fifty years, was a graduate of Hanover College.



## FACTORS AFFECTING THE UTILIZATION OF THE ELEMENTARY-SCHOOL PLANT

(Concluded from Page 41)

necessary to refer to five large rooms found in the schools being studied — rooms which were set aside purely for auditorium purposes. These rooms were of two types, genuine auditoriums held over from former days, or oversize rooms unsuited to other present needs. In all cases these rooms were used hardly at all because they were not a necessity in the present organization. Buildings more recently planned have not included these facilities, but rather combination auditorium-gymnasiums.

The influence of building design is divisible into component subfactors. In the first place, utilization will be affected by the presence of rooms unsuited for instructional purposes, among which may be basement rooms, third-floor rooms, and those whose size, shape, orientation, heat, ventilation, or equipment may be undesirable.

Second, there may be rooms that are unsuited to the facilities desired or unadapted to the purposes for which they actually are being used. Certain special rooms, for example, require distinctive specifications. Gymnasiums and auditoriums are instances. If the design of the building is such as to prevent the inclusion of desired facilities, much space may go to waste. If unsuitable rooms are utilized to provide makeshift quarters for certain activities, there is likely to be a decided tendency for these quarters to be little used on that account.

In the third place, it is not at all uncommon to find rooms that are suitable for instructional purposes lying vacant. That is to say, where there is an excess of rooms, those that are most desirable will naturally be the ones to be used. This is a selective factor that is inherent in building design. Desirability will be measured in terms of size, shape, location, light, heat, dampness, ventilation, equipment, and the like.

### Administrative Policies

A building of an appropriate design, whose site has been carefully chosen, and which is located in a populous district, may still be used to a greater or less degree, depending upon variables introduced by administration policies. Any other building whose design, site, or district is not in so advantageous a position may be seriously handicapped by these administrative policies.

By administrative policies are meant those standards and rules and regulations that have been set up by the administrative organization or by the board of education for the government of the schools.

The utilization factors that are the result of policy are often quite inseparable from those previously enumerated. They may be detailed at considerable length but the attempt here will be merely to mention briefly those found in operation in the local situation.

*First.* Perhaps the most important of these from the utilization standpoint is the establishment of standard school hours for the various grades. For example, it is local policy to keep an eighth-grade child at school for 1,575 minutes each week, but a first-grade pupil's week is only 1,350 minutes long. By this policy the first-grade room is less used than the eighth, but for no physical reason related to type of building, its placement, or otherwise. It is simply a matter of following an official regulation.

*Second.* Another factor related to policy is the matter of type of organization. Departmentalization as contrasted with platoon organization will illustrate how this factor may be a significant one. In the platoon system, buildings secure almost complete utilization of both home and special rooms if one may credit

descriptions. In the departmental organization, maximum use of special rooms depends upon securing a sufficient number of class sections. The small building will tend to make lesser use of special rooms by reason of inadequate enrollment.

*Third.* Administrative policy may require the inclusion of certain types of rooms in spite of an inevitably small degree of use. The special rooms just mentioned, for example, may be a required feature of the elementary-school building. In Minneapolis, where household- and industrial-arts courses are included in the upper-grade curriculum, these rooms must be provided and, with few exceptions, the individual rooms fail to meet the same use standards as the regular classrooms. As a group they certainly do not. Gymnasiums, libraries, and locker-shower rooms are in a like situation. In other cities there may be other special rooms which at one time or another have been customarily provided. This factor, of course, is not confined to requirements in the way of instructional space. Offices, hygiene suites, teachers' rooms, and the like, are similarly affected.

*Fourth.* Policy may set up certain standards for rooms of all kinds. These standards may be local ones or those of the state. Commonly, state law regulates the physical conditions under which classrooms may be termed satisfactory for pupil occupancy; that is, size, light, ventilation, and so on. Frequently also, basement rooms are barred except for certain purposes. It may be local policy to abandon third-floor rooms and, perhaps, undesirable but still legally satisfactory basement rooms.

*Fifth.* Policy differs from city to city as to whether rooms shall be equipped for single or multiple use. Special rooms may be so equipped as to serve more than one purpose. Locally gymnasiums function as dual-purpose rooms, both as gymnasiums and as auditoriums. Other special rooms might easily do the same. Manual-training, sewing, and cooking rooms are more difficult of adaptation to multiple use but, if it could be done, they should be much more used than they are at present.

*Sixth.* Provision of special rooms affects the utilization, not only of these rooms, but also of the regular classrooms from which pupils are drawn. The greater the number of rooms provided and the longer the periods spent in them, the less the use that will be made of the regular classrooms.

*Seventh.* The use of the gymnasium becomes a variable quantity according to the policy of using playground or gymnasium for physical

education. At certain seasons, out-of-door activities may well reduce the use of the gymnasium.

*Eighth.* It is a not uncommon practice to remove surplus seating equipment and to restore it as needed. That is, an annual or semi-annual adjustment of pupil stations to enrollment may be consistently practiced. As a natural consequence, where this is the procedure, there will be a relatively high percentage use of stations.

*Ninth.* Efficiency of schedule making is a far from inconsiderable factor, although it is not so much a matter of policy itself as it is an application of it. Its importance is apt to vary directly with the size of building, for in the large building with more numerous special rooms there is a larger problem in making effective use of all facilities.

### In Conclusion

These factors do not by any means exhaust the list of those that grow out of administrative policies and their determination. They do, however, include the major factors operating in the local situation. Their interrelationships will not have escaped the reader. It must follow, then, that in building planning and in the calculation of utilization the contribution of all discoverable factors must be considered not only individually, insofar as possible, but also as a complete entity. It is very often true that a given utilization situation is chiefly attributable to a single factor, but almost never may a single factor be held solely responsible.

A final and inescapable conclusion is that in the study of utilization, as in building planning, a constant watch of trends must be maintained in order that buildings may be efficiently managed. Population and industry may grow, decrease, or remain static in the city as a whole or in its various sections. Shifting, both quantitative and qualitative, will occur; and it may not, in fact usually does not, take place at a steady rate. Peaks and plateaus will appear that will have been entirely unpredictable a decade or a generation before. In order that they may be anticipated adequately, there must be no cessation in the study of trends.

## ITHACA COMPLETES ITS SCHOOL-BUILDING PROGRAM

(Concluded from Page 35)

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(Concluded on Page 64)



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Arthur N. Gibb, Architect, Ithaca, New York. See pages 33-35.





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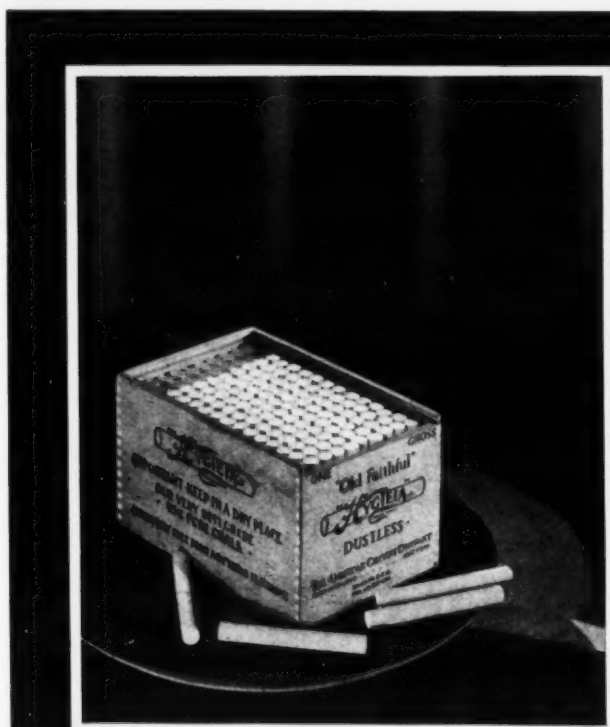
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(Concluded from Page 62)

operated, to care for any failure of city lighting facilities; a sprinkler system on the stage; gates by means of which parts of the building not in use at evening affairs may be shut off from the general public; a service court outside the building for the delivery of supplies and coal; and sand-finished walls which provide nonglare surfaces for the proper diffusion of light.

A memorial tablet dedicated to Dr. Frank David Boynton has been placed on the landing leading to the main auditorium.

The physical equipment and design of the Frank David Boynton Junior High School makes possible the offering of a well-balanced junior-high-school program. This program has been developed by members of the Ithaca public schools staff under the direction of Prof. R. H. Jordan of Cornell University. In grades seven and eight the programs are particularly constant except for the exploratory courses which are prescribed according to the needs of each child. In grade nine French, Latin, mathematics, practical arts, and introduction to business are offered as electives in addition to the core subjects. The electives are, however, permitted under very careful guidance so that the true purposes of the junior high school are achieved.

### BUDGETARY PRACTICES IN PUBLIC-SCHOOL ADMINISTRATION

(Concluded from Page 42)

of the budget at a previous session. Tradition or former practice is often relied upon as an indirect means of notifying members of the approaching date for budget consideration. In 88.5 per cent of the 817 schools, the board members know ahead of time that the budget is to be presented at a particular meeting."

#### THE BUDGET AND PUBLIC RELATIONS

The question of publicity as related to a proposed or an adopted budget is unquestionably of vital importance. At least misconceptions and misunderstandings must be avoided. Here comes into consideration the newspaper as a means of conveying a proper message to the public. Sometimes it is

expedient to provide copies of the budget in quantities for distribution. Public hearings on budget items have their value and may do much to allay subsequent controversy.

In brief, the information to which the public is entitled must be freely given. In a summary of 689 school systems it develops that in 77.1 per cent of instances, newspaper reporters are admitted to the budget conferences. In 33.8 per cent of communities, the newspapers print articles prior to the adoption of the budget, and in 63.2 per cent, newspapers print the information after the adoption. The author here says:

"Some of the reasons for the dissemination of factual data on the school budget and related finance, appear quite obvious in a period of financial stringency. When the difficulties of an economic depression are alleviated, will school officials return to the policy of withholding necessary fiscal information from the taxpayers? Or, benefiting by the lesson taught by a financial depression, will they use the newspaper and other avenues of publicity for the circulation and interpretation of school budgets, annual financial reports, and similar data?"

The number of budget copies prepared by the various boards of education varies from 5 to 3,000. The larger number of school units employ from 10 to 25 copies. Stress is laid upon the importance of recording in the minutes that the budget was presented, that its adoption was moved, and what the vote thereon was. The reason for this precaution is that the adoption of the budget is virtually an authorization for the expenditures to be engaged in.

### ORGANIZING THE SIX-YEAR HIGH SCHOOL

(Concluded from Page 20)

line, promotion exercises emphasizing the idea of continuance rather than completion should be utilized temporarily.

It is not advisable to introduce the six-year high school unless careful planning has first been done. It brings with it certain problems that demand the attention of capable admin-

istrators and teachers. It does not work by magic, but its advantages may be made to outweigh its disadvantages by far.

### SOUTH PORTLAND APPRENTICE TEACHER-TRAINING PLAN

(Concluded from Page 16)

a most helpful educational-vocational service for temporarily unemployed normal graduates. Instead of wasting a year in idleness during which the value of their normal training would steadily deteriorate, these young women will gain a year of worth-while experience which is not only wholesome for them mentally, but which will make them much more desirable candidates when they apply for positions another year. Every young woman in the group clearly appreciates her opportunity, and all are carrying on their work with whole-hearted interest and enthusiasm.

#### FINANCE AND TAXATION

♦ Cleveland Heights, Ohio. Mr. John Fish, president of the board of education, has presented to that body a radical program of economy and efficiency for the school year 1933. The program calls for a study of every important school function and department, with a view of determining where the necessary economies can be made. The economies are intended to meet a cut of \$144,000 in the school budget and must be such as will not interfere with the efficiency of instruction or necessary equipment.

♦ Chicago, Ill. The school budget for 1933, although brought into technical balance at \$73,971,485, must be cut to a new low figure, in the opinion of the school-board members. Department heads achieved a balance in the budget by including among revenue figures approximately \$9,000,000 in overdue taxes, a sum which is considered questionable as possible revenue for 1933.

The cuts agreed upon by department heads in order to achieve the balance, after stretching the estimated revenues to their present point, were: educational fund, \$325,000; textbook fund, \$87,864; business department, \$20,000; playground fund, \$69,191; building fund, \$50,000.



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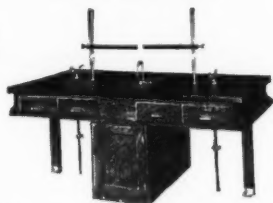
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Department of Superintendence Meeting, February 25—March 2.

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## CAN THE SMALL CITY AFFORD TO DISCONTINUE ITS SUM- MER HIGH SCHOOL, OR TO CHARGE TUITION?

(Concluded from Page 18)

to discussion. When it is remembered that 18 of these children roomed and boarded in the city during the summer, that 6 had others rooming and boarding with them, and that 60 were in regular attendance at high school during the regular school year, the criticism loses much of its force. The city received about \$8,000 from the state for tuition of the 60 and attendance of nonresident pupils. A tuition fee for the summer school would result in bringing in only \$500 annually.

The state nonresident tuition and attendance for 1925, the year the summer school was first held, was approximately \$11,000, while the corresponding state aid in 1931 was approximately \$21,000. No doubt much of the increase in nonresident tuition and attendance was due to the wide field, without tuition, covered by the summer high school.

In conclusion, therefore, it is fair to assume that, if tuition were charged, the enrollment in the summer high school would be greatly reduced, and would serve only those who are financially able to attend, rather than all the children of all the people as in the past. The fact remains that Oswego must educate her high-school boys and girls. If some of them fail in certain subjects and have to repeat or, if they study a subject but once, the cost of educating a pupil in the summer high school is less than one fourth of the corresponding cost in the regular high school.

## COORDINATING THE PURCHASES OF CITY, COUNTY, AND SCHOOL BOARD

(Concluded from Page 24)

### Soap Chips

Board of Education.....	1,000 lbs.
County .....	6,000 lbs.
City .....	6,000 lbs.
	13,000 lbs.

### Toilet Soap

County .....	140 cases
City .....	150 cases
	290 cases

### Yellow Laundry Soap

County .....	150 cases
City .....	120 cases
	270 cases

### Scouring Powder

County .....	300 lbs.
City .....	5,000 lbs.
	5,300 lbs.

These requirements were discussed at one of the recent coordination meetings and subsequently bids leading up to other purchases were taken by the city.

Evidently if the work of coordination is carried on seriously and with the thought of accomplishment in mind, a considerable amount of detail is necessarily involved. This detail is of no particular interest, but it should be said that it tests the spirit of cooperation and patience essential to a cooperative program.

Centralized purchasing has paid in Cincinnati, and coordinating the purchases of the city, county, and school board has paid. The writer hopes, however, that some day it may be possible to physically combine the three purchasing offices to the further benefit of the taxpayer and under some arrangement endorsed or made possible by the respective governing bodies.

## BUSINESS TAXES

(Concluded from Page 23)

Michigan was more than \$14,000,000 for 1930, and the New Jersey tax yield was nearly as great.

### The Chain-Store Tax

Alabama, in 1931, enacted a chain-store tax for the benefit of the school-relief fund. The

rate is \$1 a year on a single store, \$10 for each additional store up to and including five; \$15 on each store over 5 but not over ten; \$25 on each store over 10 but not over 20; and \$75 on each store over 20. No reports of the yield from this tax are at hand, but this sample will illustrate the method used in taxation designed to apply particularly to chain stores. The famous Indiana chain-store tax which was upheld by the United States Supreme Court, was very similar to the one used in Alabama. The Indiana law was originally intended to aid the educational equalization fund.

It has been my purpose in this and the preceding articles of the series to set forth the various types of taxes which may be used to relieve real property tax burdens, with special attention to those used in supporting schools. In addition to these major forms there are a number of miscellaneous taxes used for schools. The revenue is not very large, but in the aggregate it is of some value. Among these may be listed the peddler tax of Vermont which accrues to the permanent school fund. It is based on the privilege of peddling and is at an annual rate of \$15 for those operating on foot, \$30 if using a horse, and \$50 if a motor is used. This is further increased to \$100 if a truck of 1½-ton capacity or more is used.

Arizona devotes the proceeds of licenses for circuses, theatricals, pawnbrokers, and billiard rooms to the school funds of the cities where licensed. The license fee for theatricals ranges from \$10 to \$120 a year, depending on the size of the community. The pawnbroker rate is \$200 a year and the billiard or bowling license is computed at \$40 annually for each table or alley. The circus tax is on still another basis; namely, 5 per cent of gross receipts.

Several states use the poll tax as a means of raising school revenue and a few resort to the dog tax for this purpose.

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## SCHOOL BOARD HEADS WHO ARE MAKING HISTORY IN AMERICAN EDUCATION

(Concluded from Page 30)

high schools in existence. While this unprecedented demand for school buildings and educational facilities was in progress, Mr. Watkins, as chairman of the building committee, demonstrated his executive capacity by never failing to have building, equipment, and service in readiness at the proper time. As a consequence, no child in Fordson School District has ever been denied any advantage that modern education can offer, has never been obliged to attend school part time, or to occupy temporary buildings.

Mr. Watkins' official acts have always been characterized by rugged honesty, fearlessness as a champion for the right, and an aggressive pursuit of educational opportunities and advantages for the children of his city.

Among the departments which have been created during his period of office may be mentioned: a completely equipped department of special education for crippled and handicapped children; a department of research and adjustment; a department of health and medical service; a complete program and shops for industrial education; and a junior-senior-high-school organization. As a chairman of the city recreation commission he has succeeded in promoting a city-wide recreational program which now benefits thousands of children annually.

During the past year the board of education, under his chairmanship, has been signally successful in the task of effecting economies aggregating more than \$350,000 without crippling, in any way, the essential functions of the schools.

## ORGANIZATION AND ADMINIS- TRATION OF THE ST. PAUL SCHOOLS

(Concluded from Page 27)

duced, and at the present time Saint Paul has seven junior high schools, five senior high schools and one junior-senior high school; as compared to four senior high schools prior to this survey. In addition to this, the Saint Paul Vocational School, a trade school for boys; the Hammond Occupational School, a special institution for grade subnormal children; and the Lindsay School for crippled children have been put into operation. The Crowley Normal School, a county institution which has been in operation, was discontinued during the past year.

The introduction of the junior high school has been instrumental in bringing a larger increase in our high-school grades. During the past fifteen years, the enrollment from grades nine to twelve has increased from 3,961 in 1917 to 10,913 in 1932—an increase of 175 per cent. It will be seen from the above—like the other large cities in the country—that a marked increase has been shown in the high-school grades.

Saint Paul has always been most economical in the expenditures of public monies. This applies to school expenditures as well as to other city expenses. In a comparison of city school costs in 1929-30 of all the cities over 100,000 population, Saint Paul ranked 52nd with an expenditure of \$91.45 per pupil in average daily attendance. The only cities showing a lower cost were southern cities where, for evident reasons, school expenditures and all other city expenditures were much lower comparatively.

Present administrative offices are housed in the new city hall and courthouse on the sixth and seventh floors. This beautiful structure

ranks with the best in the country. The present Commissioner of Education is Irving C. Pearce, who is filling out his second term in that office. The progressive policy which has marked the advance in the Saint Paul schools during the past years is due to the efforts of Commissioner Irving C. Pearce and Superintendent S. O. Hartwell.

The school authorities extend courteous invitation to the guests of the convention of the Department of Superintendence and will be highly pleased to have the members inspect not only the central administrative offices but all the schools in Saint Paul.

## THE HICK SUPERINTENDENT WRITES A LETTER

(Continued from Page 46)

cation. Education must win, or the world will be plunged into a depression similar to that which followed the fall of Rome. The Minneapolis meeting is going to give educators, the country over, a chance to go into a huddle, where plans and suggestions for meeting present conditions will be discussed and assimilated. As I see it, it is the duty of every red-blooded schoolman to be present at this meeting, even though he has to spend his last penny to do so. Working alone, individually, each in his own separate district, will never solve the problems facing us today.

If school boards are really anxious to economize this year, in the true sense of the word, they can do no better than to send their superintendents to the February meeting, and I say this honestly after having been a regular attendant at these meetings for the last fifteen years. Supt. Milton C. Potter, President of the Department, has prepared a program that promises to be epoch-making. Taking as his theme, "New Frontiers for American Life" he has provided a series of addresses which face boldly the new needs of a changing society, and when the week is ended, there is going

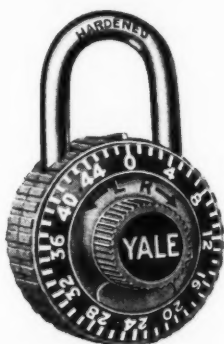
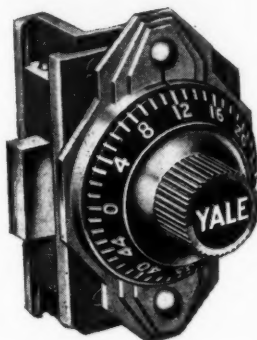


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to be spread from one corner of this nation to the other, such an organized presentation of the problems to be faced by education and society during 1933, that it seems to us that this, of all years, is the year when no one who has devoted his life to the ideals of the schoolmasters' desk, can afford to be absent. It is a patriotic duty, but a pleasant one, to search out the councils of the leaders this year, even though in many instances it will involve personal financial expenditures.

Speaking about expenditures, reminds me that I would face the coming year with its reduced appropriations with a great many more worries than I have, were it not for the fact that I am expecting, at Minneapolis, to get enough practical help from the commercial exhibitors to solve most of my financial problems. There never has been a year when this part of the convention has not saved our district, in dollars and cents, more than the cost of sending me to the meeting. Three or four years ago, a suggestion we brought home from Detroit, concerning a heating system, saved the school board exactly what our expenses would be to attend the convention for the next twenty years, to say nothing about other more valuable, but less tangible, ideas obtained that year. Another year, a furniture exhibit solved a seating problem with a type of chairs new to us, although distributed by our regular school-supply house. But I must not let myself get started on this subject, for to me, the contribution of publishers and school-supply manufacturers to the development of modern educational standards is a topic seldom given sufficient emphasis at school conventions.

Joe La Jolie, the new barber, who moved into town last spring from out in Minnesota some place, was telling me the other day something that I never realized before. He says that by the end of February, it is no colder in Minneapolis and St. Paul than it is in late December, and that it is not necessary to dress any warmer for the convention this year than when it was at Chicago. Is that

right?

According to a bookman who ought to know, and who was in the office the other day, hotel rates and the cost of food during the convention this year are going to reflect the depression by reduced prices, in a manner that is going to make it much easier for those who are paying our own expenses.

Going back again to that question of school expenditures, do you know, when I hear of this place and that place reporting they cannot afford to pay their superintendent's expenses to conventions this year, it reminds me of an incident that occurred in Kansas that summer we taught at Emporia.

The colored folks, that August, were holding revival meetings not far from the edge of town. One evening the audience was exceptionally large, probably numbering three or four hundred, most of whom were white. A colored boy, in a meek manner, not at all in the tempo of his Methodist brethren, passed the collection plate, and when the contribution was counted, it developed that from that large assembly, he had obtained only \$3.92, whereupon the preacher announced, "O Lord, bless we pray Thee, those who have given so generously. And bless, O Lord, those who were unable to give. And O Lord, bless those who were able to give, but didn't."

That's the way we feel about school districts these days. They are of three types, and those of us who are working in communities that cannot afford to give, or that can but will not, should practice the Christian patience of the old colored preacher, and go to the convention anyway. Especially is this true of those of us in rural fields where the burden of our conversation, low these many days, has concerned the price of pork, cotton, and wheat, or bank failures, taxes, and mortgages long over due. We need a change of thought.

Yours for happy rural schools,

RUSTICUS.

## THE FIRST NATIONAL SCHOOL-BOARD MEETING

(Concluded from Page 43)

Following statements of their respective views of the educational crisis by labor, agriculture, business, and education, six discussion groups were named to draft recommendations. Members of the conference sat in with any group they chose. Leaders of the groups and the subjects which they pondered were:

A. Relation of expenditures for education to expenditures for other public services: Chairman, Arnold B. Hall, Brookings Institution; Vice-chairman, Louis J. Taber, Master Nat'l. Grange; Secretary, Harley L. Lutz, Princeton University.

B. Organization and operation of instruction: Chairman, Frank Cody, Superintendent, Detroit; Vice-chairman, Howell Cheney, Cheney Brothers; Secretary, Paul Stetson, Superintendent, Indianapolis.

C. Buildings: Chairman, David E. Weglein, Superintendent, Baltimore; Vice-chairman, William R. Barry, Superintendent, Ware, Mass.; Secretary, Thomas E. Burke, United Association of Plumbers and Fitters.

D. Free schooling at higher levels: Chairman, Edward C. Elliott, Purdue University; Vice-chairman, Thomas N. McCarter, Public Service Corporation of New Jersey; Secretary, Spencer Miller, Jr., Writer, South Orange, N. J.

E. Relations of Schools and other social agencies: Chairman, Edward Eyre Hunt, writer; Vice-chairman, Mrs. Hugh Bradford, President National Congress of Parents and Teachers; Secretary, Rev. George Johnson, National Catholic Welfare Council.

F. Legislative: Chairman, E. J. Howenstine, President, Ohio Schoolboard Association; Vice-chairman, Mrs. Grace M. Poole, General Federation of Women's Clubs; Secretary, Dr. Paul R. Mort, Teachers' College, Columbia University.

Among those accepting invitations were President Joseph Rosier and Joy Elmer Morgan, of the National Education Association; Mrs. Grace Poole, of the General Federation of Women's Clubs; Mrs. Hugh Bradford, president of the National Congress of Parents and Teachers; John J. O'Connor, U. S. Chamber of Commerce; E. J. Howenstine, President of the Association of School Boards of Ohio; Reverend George Johnson, National Catholic Welfare Council; Henry R. Linville, President, American Federation of Teachers; H. J. Miller, Taxpayers' Association, Minneapolis, Minn.; Fred W. Baer, President, International Association of Fire Fighters.

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Empire Builder	11:45 p.m.	8:35 a.m.	9:20 a.m.
Mississippi Riverview	11:00 a.m.	9:20 p.m.	9:55 p.m.

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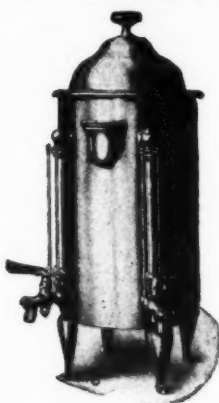
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Solve your problem in selecting and arranging equipment for school cafeteria, by requesting the advisory assistance of our engineering department. Without obligation, it will help you plan an efficient, economical cafeteria (or kitchen), just as it has assisted other schools and colleges. S. Blickman Food Service Equipment is long-lasting, properly designed.



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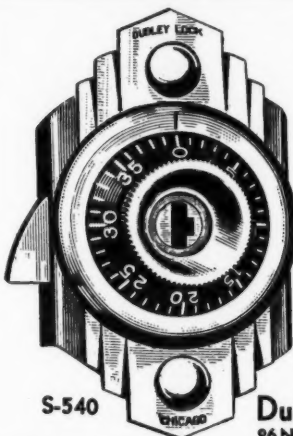
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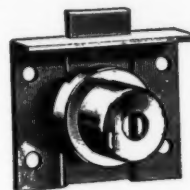
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## After the Meeting

### SOME PARENTS AREN'T

Dr. A. F. Harman, of Alabama, uses a story to illustrate the danger which teachers run in assuming a superior attitude toward parents. A political speaker, according to Dr. Harman, started a harangue by saying: "I'm gratified to see such a dense crowd here to-night."

A heckler shouted: "Don't be too gratified. We are not all dense!"

### A SLUR AT THE CUISINE

"It's a pity there weren't cooking schools in the time of Adam and Eve."

"Why?" asked his wife.

"I don't believe Adam would ever have eaten that apple if Eve had baked it in a pie."

### PROPERLY CLASSIFIED?

The teacher was putting questions to the class.

"What do we call a man," he asked, "who keeps on talking and talking when people are no longer interested?"

"Please, sir," replied a boy, "a teacher." — News-Chronicle.

### COMING VS. GOING

Professor McDome of St. Clair

In five hours tracked a bear to its lair.

Mister Bear was at home

And Professor McDome

Took just five minutes returning from there.

— Pathfinder.

### A WONDERFUL MAN

"You cannot get eggs without hens," said the speaker stressing the point.

"My dad can," piped a small voice from the rear.

"Please explain yourself, little boy," said the speaker.

"He keeps ducks," yelled the boyish voice from the rear.

### LOGIC

Uncle was laying down the law to his young nephew. "Remember, my boy," he said heavily, "it will pay you to be diligent in your studies. Remember, too, what you have learned no one can ever take from you."

The boy nodded understandingly.

"Well," he replied, "they can't take from me what I haven't learned, either, can they?" — Answers.

Little Jimmie, aged eight, was taking an auto trip with his parents. When they crossed the line into Pennsylvania Jimmie looked around and showed that he was not very well pleased.

"Don't you like Pennsylvania?" his mother asked.

"It's all right, I guess," said Jimmie, "but on my geography map it's red." — Pathfinder.

### STORIES FOR THE SCHOOL-BOARD SPEECH-MAKER

#### Not a Good Trade

Chauncey Depew and Mark Twain once made a trip to Europe on the same boat. Toward the end of the voyage they each consented to make an address at a concert given for the benefit of the sailors' insurance fund. Mark Twain talked twenty minutes and rather wittily and facetiously discussed everything and nothing. Depew, when he was called upon, arose and said that he and Mr. Clemens had traded subjects and that he had unfortunately lost the manuscript which Mr. Clemens had given him. The next morning an Englishman passenger on the boat came to Mr. Clemens and said: "I say, it was rather unfortunate that you traded subjects with Mr. Depew. That speech he read was all nothing but damn rot."

#### If the Dead Ones Died!

Mr. James Scott, formerly a member of the board of education at Los Angeles, tells that one of the first white settlers in the Pueblo of Los Angeles, noticed a funeral in the old Mission Church and asked a native who might have died. This one said, "Quien sabe."

The American said, "Well now, if only Mañana would die we would be rid of the dead ones in this town and could start building a live American city."



Ambitious Pupil: "I'm trying to get ahead."  
Teacher: "Goodness knows you need one"

## Buyers' News

**Value of Blackboards and Bulletin Boards for Schools.** The Natural Slate Blackboard Company, Pen Argyl, Pa., has just issued a 32-page pamphlet, giving the results of a technical study of blackboards and bulletin boards for school use. The study which was made under the direction of D. Knickerbacker Boyd, architectural adviser, covered instruction methods, heights of blackboards, chalk rails, tack strips, bulletin boards, and display boards, sizes and thicknesses, methods of setting, characteristics of slate, and cleaning and care of blackboards.

The pamphlet offers opinions and suggestions which will be found helpful to those concerned with providing ample facilities for equipment of all kinds in school-rooms. It contains specifications, working drawings, and plans of typical classrooms with blackboard arrangements.

A copy of the booklet will be sent to any school official, or architect who requests it.

**The Influence of Wall Paints on Light.** The New Jersey Zinc Company, 160 Front St., New York City, has just issued an interesting and useful technical bulletin, on "The Influence of Reflecting Characteristics of Wall Paints Upon the Intensity and Distribution of Artificial and Natural Illumination." The bulletin constitutes a summary of the subject, prepared by Mr. D. L. Gamble, of the research division of the company.

The paper is devoted to the results of a number of definite tests of the value of various paint colors to lighting. The author gives certain interesting measurements which were of necessity made on a laboratory scale, under conditions closely approximating actual practice. While the work was done with laboratory models, the conditions of both model design and illumination are more or less arbitrary measurements of a sort which permit a definite evaluation of paints as a real aid to good lighting. The bulletin does not serve as a basis for comparison of different methods of lighting, but confines itself largely to the effects of various paints under given conditions of illumination.

The simplicity of the charts and the definitions of lighting terms in the back of the bulletin enable anyone faced with a lighting problem to make an intelligent decision on paints with a minimum of time and effort.

**Anchor Playground Equipment.** The Anchor Post Fence Company, Baltimore, Md., has just issued its new Catalog No. 86, which illustrates and describes the complete line of the firm's products, including equipment for playgrounds, athletic fields, beaches, and swimming pools. The catalog lists swings, giant strides, kiddy-go-rounds, play chutes, portable slides, seesaws, swing sets, travelling rings, gym outfits, tennis fences, basketball equipment, together with a variety of equipment for swimming pools.

The Anchor Post Fence Company has served the playground field for forty years and its fences and playground equipment are known in thousands of school and public playgrounds throughout the country. It maintains a large sales and service organization for the assistance of the school official who is in need of expert assistance in the planning and installation of playground equipment.

### NEW TRADE PRODUCTS

**New Silent Chief Floor Machine.** The Continental Car-Na-Var Corporation, Brazil, Ind., has announced its new "Silent Chief" floor machine, which is the last word in machine efficiency for schoolroom floors.



THE NEW "SILENT CHIEF" FLOOR CLEANING AND POLISHING MACHINE.

The "Silent Chief" floor machine, which is electrically operated, polishes, scrubs, grinds, sands, and steel-wools floors. It has been designed by expert floor engineers in order to protect and insure the life of floorings, and to reduce the maintenance costs to new low levels.

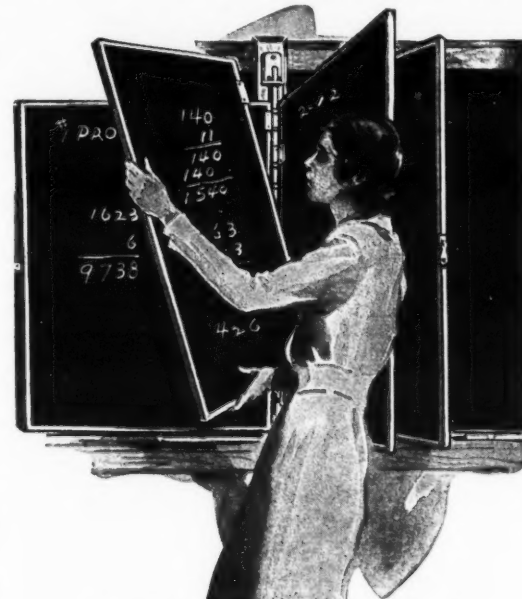
The "Silent Chief" floor machine consists of corrugated rubber grips for comfort and ease of handling, rubber-covered waterproof cable, a 1 1/4-in. chromium-plated pipe for strength and beauty, a strong aluminum, rustproof hook for the cable, a connection for adjusting the length of the handle, and a rubber bumper for protecting the furniture and baseboards.

The firm has prepared a six-page circular, illustrating and describing the "Silent Chief" machine and calling attention to its many advantages. A copy of the circular will be sent upon request to any school official.

**New Weber-Costello Swinging-Leaf Blackboard.** The Weber-Costello Company, Chicago Heights, Ill., has just announced a new type of multiple-leaf blackboard, embodying a number of new and advantageous features.

The swinging blackboard comprises four leaves of double-surfaced blackboard, providing 84 sq. ft. of writing surface in compact form for the average classroom. The removable feature permits the use of each panel as an individual framed blackboard in rooms where no blackboards are provided.

The swinging blackboard insures versatility through the inclusion of leaves of corkboard, provides for ac-



THE NEW WEBER-COSTELLO SWING-LEAF BLACKBOARD.

cessibility of materials, and offers a locking device for keeping blackboard work under the control of the teacher. It combines the features of strength, durability, light weight, ease of installation, and adaptability.

The new blackboard will be on exhibit at the Department of Superintendence meeting. Complete information and prices will be sent to any school official who requests it.

**New Victor 500-watt Mazda Lamp.** The Victor Animatograph Corporation, Davenport, Iowa, has just announced the marketing of a new 500-watt Mazda lamp, which is considered the most powerful lamp of its size yet developed. The dissipation of heat generated by the 500-watt lamp makes its use impractical, except in a projector equipped with a highly efficient lamphouse ventilating system.

The T-10 size 500-watt Mazda lamp is more powerful than the former T-12 size which has been on the market for some time. An interesting feature is its highly improved filament construction, which contributes greatly to its durability. It is of the 8-coil bi-plane type, formerly incorporated in the new 400-watt lamp, and makes possible an intensity of 16 mm. illumination which had not been attainable in the past.

The 500-watt Mazda lamp is available with 110, 115, and 120-volt ratings for use with Victor Model 10 regular projector. It is provided with a built-in lamp resistance at the base, which makes it possible to accommodate the 500-watt lamp without alterations of any kind.

Complete information and prices will be furnished to any school official upon request.

### Correct Conclusion?

Asked by her teacher to write an essay on London, Alice (according to School Bank News) began with the statement: "The people of London are very stupid."

The teacher inquired how the young lady got that idea.

Alice replied: "Well, teacher, it says in the book that the population of London is very dense."

### Tale-Piece

How many readers remember the old story of the impertinent teacher, in the days when small children were required to know their ABC.

"She doesn't know her ABC!" cried the horrified principal.

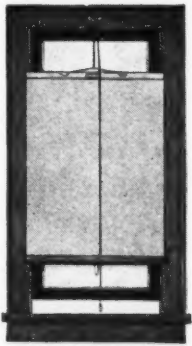
"No," said the teacher, "she's DEF."



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**P**ROTECT your pupils from window shades that shut out LIGHT. Shades that cause semi-darkened classrooms. Inadequate working light often leads to eyestrain, nearsightedness and nervous disorders. Pupils become fidgety—difficult to control—slowed up mentally. Children need not labor under such a classroom handicap with Draper Adjustable Shades, which keep the glare OUT, but let the light IN.



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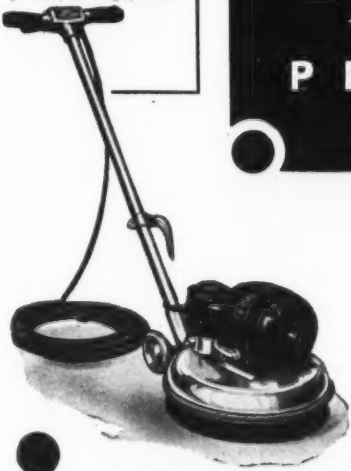
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The new "Hushed" Hild Electrically Operated Floor Machine. Scrubs . . . waxes . . . polishes. Easy to operate. Efficient . . . because the entire weight is on the brush. Special motor banishes noise almost completely.

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## To the American School Board Member Everywhere.

### Dear Board Member:

The depression has now reached its low point in school work. Nobody admits it, but we turned the corner of the depression in general American business last summer. For decades school business has always been six months behind general business, and so we are confident we are passing the low point in school retrenchment right now.

You, Mr. School Board Member, are confronted with a peculiar responsibility. Of course, you must balance the school budget. Despite the pressure from without for one thing, and the pressure from within for another, you may never place your city or your school system in a position of financial embarrassment.

That means your responsibility in this crisis is greater than ever in the history of America. It is natural for self-interest to shout blatantly for relief and protection. It is quite another matter to grapple with the problems of the day, and show your community outstanding school leadership.

But your biggest opportunity is just ahead. The present generation of children is the finest of the age. They deserve the best the American people can give them, but our taxpayers and our school people are both terrifically discouraged. They both see "blind spots," and it's your job to turn on the clear light of a definite program.

Will you build courage into your children, your taxpayers, and your school group by a definite program of "efficient economy"? Your school people will respond if you but blaze the trail. Our very democratic school board organization is based upon our ability to face the crisis and meet it. Is your town behind you in your leadership, or are you missing the great opportunity?

The "regular school trade" has readjusted its product, its selling approach, its service program to the new day. Your failure to buy has brought a thousand adjustments. Our factories are painted and cleaned, and machinery is oiled and waiting. Our executives in large and small industries are waiting the "go" word from you.

Don't allow the picayunish buyer to open and reopen school bids just to beat down prices. Some school boy's father is bringing home a mighty slim pay envelope, and possibly public relief is supplementing the food bill because of your presumed buying efficiency. There is no excess of brain required when you rob Peter to pay Paul.

Every American school boy and girl has the right to just the ordinary courage to start life. Are you, as a man of courage, rebuilding courage into your school group? Are you brightening the days and the months by new hope and a new confidence in America? In the next ninety days the school group will need courage above all, and that is your golden opportunity.

It is the test of the great American experiment of a democratic education. You, Mr. School Board Member, can help tremendously by setting the standard of courage for your town. Replenish your empty stockrooms, repair that worn-out boiler, get that plumbing system up to the standard required by modern sanitation. You have stood still by force of necessity. Now let us go again by force of necessity.

But, above all, build courage and confidence into your group. Let us get the sawdust out of our shirt fronts, and show we are the true leaders we think we are.

*Frank Bruce*  
Publisher





T H E   L E A D E R   S T I L L   L E A D S

See the New Finnell  
at Department of  
Superintendence  
N. E. A.  
Minneapolis  
Feb. 25 — March 2  
Booths E-34, E-36



More Handsome..  
More Compact....  
More Silent.....

*A New*

## IMPROVED FINNELL FLOOR MACHINE

### 53% MORE EFFICIENT

Of course, times are changing! They are always changing. But in every forward movement there is at least one leader who senses the trend, anticipates the need and steps out before all the rest with a product to set the pace.

In the floor machine field, that leader is *Finnell*. The name *Finnell* was on the first power driven floor machine ever built, more than a quarter century ago. More machines now in use bear it than any other. Now you will find it on the first machine to mark the new era—the newest and greatest *Finnell*.

Note the design of the new *Finnell* as compared with the previous *Finnell*, shown in silhouette above. Note the close-coupled compactness, speaking of its

greater simplicity, greater attractiveness and greater power. Read the brief details in the accompanying list . . . high lights from the specifications. Can you doubt that it

has taken years to design, to perfect, to produce this new *Finnell*? Can you doubt that it is the finest that has ever borne the name? Can you doubt its ability to do more thousand square feet of waxing, polishing and scrubbing per hour than any machine ever before offered for commercial, institutional and industrial use?

*Be first yourself* to get the full particulars of this new line of *Finnells*. Write for illustrated circular. Ask for a demonstration right now while you think of it. Address *Finnell System, Inc.*, 802 East Street, Elkhart, Indiana.

#### Many Advanced Features

**Silent!** The remarkable silence of the new *Finnell* is not achieved by short-lived composition gears but by use of heat-treated, hand-polished metal gears. Direct drive . . . worm drives a nickle-plated bronze worm on the brush shaft . . . only two gears to keep oiled. These run constantly in an extra large case of grease. Delivers power directly. Powered by sturdy, superlative General Electric motor.

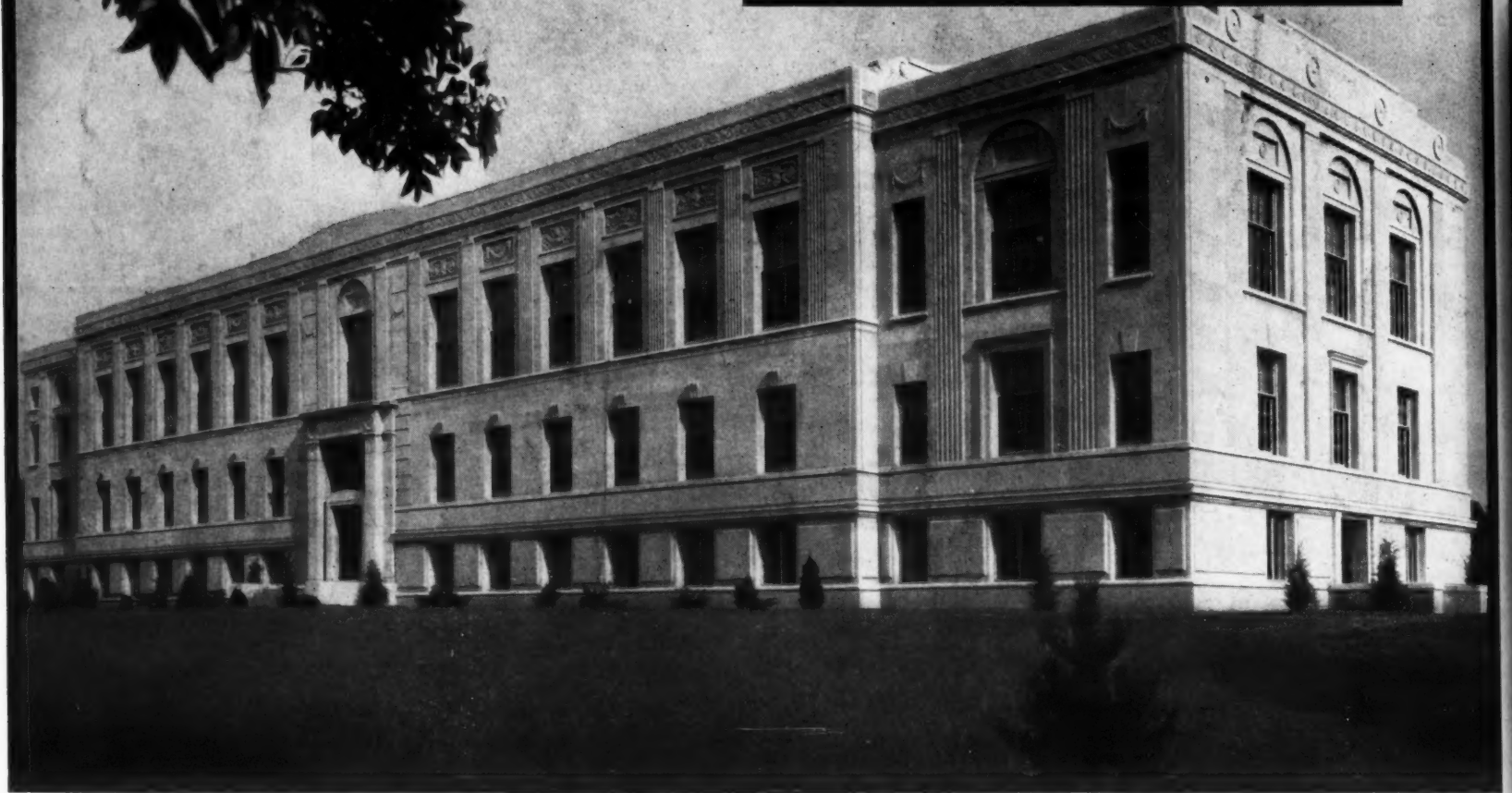
Brush revolutions speeded up to 230 revolutions per minute. Short-coupled wheel base gives more weight per square inch of brush surface . . . yet makes it more flexible, easier to handle . . . in tight corners or in open spaces. Wheels are a safety factor . . . a child can control it. Super-offset construction makes it easier to use under desks, benches, tables, machinery and other objects.

Finished in polished aluminum and chromium plate. Four sizes, all single disc—11, 13, 15 and 18 inch brush diameter. Priced at 1932 low levels. Its manifold advantages are yours at no extra cost!

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OF FLOOR MAINTENANCE

# RECOGNITION



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